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ABSTRACT

This is the second of a 2-volume final report of a 20-month research and development project conducted by the Michigan State Employment Service agency and a private research firm. The purpose of the project was to design and test innovative methods for increasing the volume and quality of jobs listed with the employment service. Included are: (1) a discussion of the major issues confronting local offices in their efforts to redirect their efforts to increase placements, and (2) descriptions of key components of the project's demonstration model, such as staff development activities, office operation and public relation activities, employer information, job development information, employer contact selection, and the delivery of employer services. Volume 1 of the report is available as VT 020 344 in this issue. (Author/SN)

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GUIDELINES FOR INSTALLING AND MAINTAINING AN EFFECTIVE EMPLOYER SERVICES PROGRAM LOCALLY

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GUIDELINES FOR INSTALLING AND MAINTAINING AN EFFECTIVE EMPLOYER SERVICES PROGRAM LOCALLY

By

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FINAL REPORT

MICHIGAN EMPLOYMENT SECURITY COMMISSION –

APPLIED BEHAVIORAL RESEARCH, INC.

Research and Demonstration Project

550 Cherry Street, S.E.

Grand Rapids, Michigan 49502

February, 1973

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This volume contains a thorough discussion of the major issues confronting all local offices in their efforts to re-direct their efforts to increasing placements. Several key components of the R & D Project's Demonstration Model are described in detail including: staff training; controlling and coordinating local office activities; public relation activities; employer information; job development information; selecting key employers to contact; and the delivery of employer services.

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NOTE TO READERS

The Employer Service guidelines and key program components found in this volume weren't developed intuitively, but have resulted from nearly 20 months of intensive research and demonstration activity, in a state Employment Service local office. The Demonstration was jointly conducted by the Michigan Employment Security Commission and a private firm, Applied Behavioral Research, Inc.

The Demonstration was, in general, quite successful. In a relatively short time job openings and placements in the experimental office were vastly increased. Another final report contains the history and results of the Project.* For the reader interested in the historical and statistical details of the Demonstration, this volume can be obtained from the U. S. Department of Labor, Manpower Administration, Office of Research and Development.

Only the present volume, however, contains the guidelines and key program components developed and tested in the Demonstration. This volume represents the closest thing to an "operating manual" developed by the Project. Experience has shown these guidelines and program components to be both highly practical and flexible for local office operations. These guidelines and program components have now been successfully tested in ten Michigan local offices, with staff sizes ranging from 16-60 employees, and also representing a variety of local labor market structures and conditions. This leads us to believe these guidelines and components will be of use to other state Employment Services.

Louis Levine
Edward J. Giblin
Lawrence W. Hawkins

February, 1973

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* The Appendix in this volume contains the summary chapter of the other final report, "Achieving Manpower Goals Through More Effective Employer Services Programs."

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GUIDELINES FOR INSTALLING AND MAINTAINING AN EFFECTIVE EMPLOYER SERVICES PROGRAM LOCALLY

INTRODUCTION

The development of guidelines for the installation and maintenance of a local Employer Services Program which might be generally applicable to a given local area or labor market is a hazardous undertaking. This is especially evident even on the basis of a cursory review of the contents of other Project reports covering the Demonstration experience and the results growing out of that experience. Since the Demonstration Project was concentrated on the end objective of increasing the quantity and quality of job openings listed with the Employment Service office in the test area, its experience did not cover all facets of a local Employer Services Program. Indeed, many important components of such a program were regarded as not sufficiently immediate to the Project goals to be subjected to experimentation. As a consequence the guidelines presented in this volume, because they are based on Demonstration experience, are only partially inclusive of a total Employer Services Program.

Another important limitation applicable to the guidelines discussed in this volume is that they concern those program elements and actions which have the highest priority in the initial phases of shifting employer services activities from a stage (Stage II) where they provide ineffective support for the placement function, (the situation in the test city when the Project was initiated) to the early approaches of another stage (Stage III) which if successfully reached would provide optimum support to the placement function.[1] In other words, these guidelines deal with a local situation in which a formally organized or coordinated Employer Services Unit did not exist and where full

time staff assigned to employer relations responsibilities functioned independently of one another. The efforts to support placements were generally limited to the lower paying, lesser skilled jobs and employer acceptance was somewhat restricted. In determining whether these guidelines have meaning and can be useful in any specific local situation, it is necessary that professional and supervisory Employment Service personnel make this kind of "hard nose," realistic and objective assessment of their own local area situation.

It is obvious from a review of Chapter V in the preceding volume[2] that despite the successful experimental undertakings in the test city of the Project and the Employer Services Program gains which have been realized, much remains to be done before the Employer Services Program in the test city will be providing optimum support to placement operations and results. This situation is undoubtedly common to Employment Services offices in many local areas. In view of the considerable variety of elements which determines the effectiveness of a local Employer Services Program, as well as the large number of components which comprise the program, many intervening steps are found between Stages II and III. Individual local offices will differ with respect to the current status of their program and the potential for bringing about improvements. The guidelines which have been selected for discussion in this volume should not be viewed as a package, but should be examined individually for their usefulness. In local offices, Employment Service personnel, familiar with program change and operations need not be reminded that as the Employer Services Program is modified and additional experience with improved operating practices is acquired, new potentials and goals emerge. The guidelines used to install and conduct a local Employer Services Program cannot be static.

"Effective" and "static," when applied to Employer Services, reflect a contradiction in terms. Within the context of highly dynamic and volatile labor market conditions, shifts in labor supply and demand force changes both in unemployment and employment opportunities and precipitate shifts in hiring specifications and channels; the Employer Services Program is under constant pressure to change directions and priorities. A major dilemma which confronts the program is how to preserve structure, organization, and continuity (all tendencies to rigidity) while at the same time assuring flexibility so that adaptation to change will take place. In these circumstances, guidelines can only show the way; they do not determine direction or pace.

PART I

GENERAL CONSIDERATIONS AFFECTING THE NATURE OF AN EMPLOYER SERVICES PROGRAM LOCALLY

MAJOR DETERMINANTS OF PROGRAM EFFECTIVENESS

Although many diverse forces may shape and influence the Employer Services Program, two of them unquestionably have greater impact than all the others combined. Most experts in the manpower field concerned especially with manpower problems and services relevant to employers would agree that the level of economic activity and the state of the labor market represent the framework within which all Employment Service operations need to be assessed and provide the index to employment office acceptance and performance. Perhaps equally significant, and at times overshadowing the socio-economic environment so far as employment office activity is concerned, are the manpower objectives and priorities which control Employment Service Programs that are intended to implement them.

In a free labor market, employers in a private enterprise system exercise many different options in their recruitment of labor, staffing of their plants, and the utilization of manpower resources. This is true even in the context of existing social and labor legislation regulating employer activity in the manpower field and even with collective bargaining agreements relating to labor-management relations and personnel practices. The public Employment Service in these circumstances is only one institution concerned with the structure and behavior of the labor market and in terms of hiring channels and sources of labor supply ranks at best fourth or fifth among six or eight alternatives. This overall generalized consideration should be basic to any planning or action taken to install and conduct an Employer Services Program locally. When the economic and

labor market conditions are taken into account in conjunction with the manpower goals and priorities, it is possible to forecast with considerable assurance as to the success or failure of any proposed local Employer Services Program.

Despite the fundamental importance of these two general forces for the local Employer Services Program, it does not follow that their impact will be equally great in all local labor markets and local employment offices. The many differences which exist among local labor markets, not only as to size and complexity, but also as to institutional arrangements and behavioral patterns indicate that aggregate measures such as volume or rate of unemployment, number and kinds of job seekers, or number and kinds of employment opportunities do not alone suffice to determine the kind of Employer Services Program required locally. By the same token, even though national or state manpower goals and priorities may give more emphasis to so called applicant rather than Employer Services, this program situation will differ from one local area to another. With program operations decentralization and increased local responsibility for manpower program management and administration, these differences are likely to be accentuated.

Economic and Labor Market Forces

Not only the level of economic activity, but the direction and rate of change greatly affect labor market behavior and significantly determine the nature of the manpower problems and services needed in local areas. When local labor markets are tight and characterized by many occupational shortages at various skill levels, a number of interacting ramifications develop which have a direct bearing on the content and character of the Employer Services Program operated by the local employment office. Among these are: (1) shrinkage of

qualified unemployed workers as job seekers, while more employed workers who are qualified become job seekers in search of "better" jobs (hours, pay, working conditions, etc.). Employed workers, however represent less than 2 percent of the registrants in local offices and so constitute a limited source for referral to employers. This situation may change with the Job Bank if the potential of computerized job openings listings for worker initiated job search is effectively exploited; (2) the labor demand undergoes change, both as to volume and character, so that the number of job openings rises, the duration of unfilled job openings is extended, and the rigidities of hiring specifications, including those which have little relationship to work performance, tend to be relaxed; (3) employer use of hiring channels is broadened beyond the usual informal and intra-plant ones, while sources and methods of recruitment change in important ways. Increased reliance on formal hiring channels for recruitment results in greater employer use of private fee charging employment agencies and public employment offices. This is reflected in increased unsolicited job openings received in local offices; and (4) labor market instability and turnover is accelerated so that when high level employment is achieved, even though further increases in employment may be small, keeping the same number of work stations filled produces large scale recruitment and placement activity.

During periods of high level economic activity and tight labor markets, particularly when they are extended, local employment offices are frequently inclined to slight their employer relations and lessen their employer visits since new employer orders with additional job openings will further underscore their inability to refer qualified job seekers on old orders already listed with them

for quite some time. In many ways, this approach is escapist since it is designed to avoid employer irritation with local office non-action on worker referrals or actions involving referrals of workers with questionable qualifications. The net effect is to lower the profile and visibility of the local office in the labor market at the very time when the employer believes he most needs help to meet his labor requirements. Employer acceptance of the local office is not advanced then, if the office raises its visibility by sharply increasing employer relations at a time when labor market conditions are loose and employers can easily recruit large numbers of unemployed job seekers without local office assistance.

It should be obvious both in the installation and the conduct of an Employer Services Program that the local office must take account of economic and labor market conditions and develop its program accordingly. Initially, this requires a realistic assessment of the capabilities and limitations of staff resources with respect to its delivery of needed manpower services. Mere generalization about the local labor market situation, without distinguishing specific differences by industry, individual employer establishments, and occupations, will not provide an adequate basis for sound identification and diagnosis of employer manpower problems and, therefore the services which may be most useful to them (this means that employer information is critically important at all times). Once the nature of the employer manpower problems, the manpower services essential to their resolution, and local office resource capabilities have been determined, a meaningful local Employer Services Program can be designed, organized, staffed, and made operative.

Within the general context of the economic and labor market situation in a particular area, a positive and constructive Employer

Services Program requires a variety of strategies and services. Such a program should give consideration to particular employing establishments, taking account of industrial seasonal considerations, size of firm and hiring practices, past experience in use of the local office, and similar individualized factors. When recruitment and placement service is the exclusive concern of the Employer Services Program and its activities are concentrated entirely on job order solicitation, flexibility in employer relations and services tends to be greatly limited according to hiring prospects. Employers are skeptical or reluctant to look to local offices for other services such as labor market information or improved utilization of the work force (through reduction of turnover as a result of job analysis and modified hiring specifications). Such employer attitudes--even when they are against their own economic self-interest--may be traced more often to local office limitation in employer relations or technical competences than to innate employer opposition. Only a few local offices may currently be able to do more than attempt to improve their placement support through employer services. Nevertheless, the economic and labor market forces which determine employer survival in the market place indicate that in so far as resources permit, a broadened range of employer services should be an ultimate goal for certain local offices operating in the larger and more complex local labor markets.

Manpower Program Developments

Labor market practitioners, particularly professional staff in the local areas are inclined to explain the success or failure of a local Employer Services Program on the economic labor market conditions. Management and supervisory personnel, however, especially executive staff responsible for budget administration, recognize that manpower

program goals and priorities and the degree to which they receive financial support through budget allocation may really dictate the effectiveness of Employer Services Programs more than economic considerations. Employment Service experience since 1960 clearly demonstrates that through periods of tight as well as loose labor markets, employer visits, job openings listed with local offices, and placements were affected more by program developments than by economic conditions.[3]

Just as generalizations about the impact of the economy on Employer Services Programs need to be qualified with respect to specific industries, employing establishments and localities, so is it necessary to proceed with some caution when generalizing about manpower program impact on employment service operations in local offices for different states and local areas. Nevertheless, taken together in the aggregate over a period of almost ten years (1962-1972), the de-emphasis on labor market services and placement operations locally and the high priority placed on improvement of employability services for the poor and the disadvantaged spelled not only a decline in employer services activities in most local employment offices but the disentegration and virtual disappearance of organized employer relations and services locally.[4]

The national manpower program emphasis and the revised order of priorities for manpower services which prevailed for most of the decade of the 60's required employment office staff resources allocation to the marginal and disadvantaged job seekers applying at the offices; indeed, priorities dictated an outreach into the poverty neighborhoods in search of the most alienated and least labor market related sectors of the inner city population. This client centered service was extremely costly and time consuming

because it was highly individualized. Local office staff resources were diverted or transferred from employer relations activities, and placement operations were largely limited to individualized job development efforts. With this experience, job openings suitable for generally qualified individuals declined sharply; employers identified local offices as sources of labor supply with little or no work experience or qualifications. This situation was further aggravated by fragmentation of manpower programs and services and the splintering of programs for special client categories (racial, ethnic, source of legislative appropriation, etc.). Resulting manpower program confusion, cross purpose competition, and duplication was widespread in the general public view. The impact on employers was especially unfavorable.

Against this manpower program experience background, an effective local Employer Services Program cannot be achieved by mere policy and program decisions to invigorate and restore the program. Administrative fiat will not suffice. Nor will the allocation of additional funds in the immediate short run achieve the desired results. At the same time, it is equally clear that existing personnel resources allocated to Employer Services activities have neither adequate numbers nor capabilities to erase the loss of employer support and acceptance. The installation of a constructive local Employer Services Program, geared to current labor market conditions and employer needs, will require considerable inputs of funds, improved staff, operating techniques and procedures, and staff development, even if recruitment and placement services are to be the entire objective. It is significant that a national employers' committee studying the state Employment Services made as its first recommendation for the improvement of the Employment Service that there be "Clarification of

Basic Employment Service Policy and Direction at the National Level--the Federal-State Relationship."[5]

Adaptation of local Employer Services Programs to the realities of past manpower policies, programs, and priorities in order to make them more effective also requires that cognizance be taken of changing manpower program operating structures, techniques and procedures as well as the utilization of more modern technology. Within the past several years, several important innovations have been introduced into the public Employment Service which have far reaching implications for local Employer Services Programs. These innovative features concern such matters as program responsibility; organizational structure; operating procedures and practices; and applications of computerization to local office operations. Most of these are still in the initial developmental stages and are being replicated with variations or made a part of the on-going system in different states and local offices. Each of these needs to be viewed not only for how the Employer Services Program may be affected but also for its impact on other local office services and activities. Such an examination will quickly disclose a high degree of inter-relationship and inter-dependency affecting all local office units and specialists.

The new importance being assigned to the local area for manpower program operations is receiving added support with increasing concern for delivery of manpower services and extension of efforts to decentralize responsibilities for program management and supervision. To the extent that program operations direction is decentralized from the state administrative level to local areas--both urban and rural--there is bound to be greater recognition and acceptance of a valid basis for local variations and deviations from uniform and

generalized organizational structures, staffing patterns and operating procedural manuals, handbooks, and guidelines. This is not to suggest that the extreme of chaotic and anarchic lack of structure or indifference to program experience and results achieved in other areas will characterize local office operations, activities, and services. It does point, however, to the greater prospect that adaptation to local manpower situations, problems, and needs will be more widespread. In these circumstances, it is not unreasonable to expect that an Employer Services Program, whose effectiveness is determined in a large measure by factors and conditions in the local labor market and the employer community--outside of the local office--needs to be especially sensitive to local requirements.

Concentration on local delivery of manpower services has resulted in several important program developments which directly affect Employer Services Programs. Local employment office operations in a number of states have been restructured and innovative manpower services delivery systems introduced--at first experimentally late in 1969, but now increasingly operational--in what has come to be known as COMO (Comprehensive Model for the Employment Service as a Comprehensive Manpower Agency). COMO is the result of changed conceptions of responsibilities toward clients and of the intermediary role of the local office staff. Greater reliance was placed upon the initiative of "job ready" job seekers, constituting the mainstream of job applicants, to conduct their own job search. Rather than depending on the efforts of the local office interviewer for selection and referral to appropriate job openings, this self service approach does not constitute a diminution of service either to the job seeker or the employer if certain safeguards are observed and use is made of advanced information technology, computerized

job openings listings, and improved current, comprehensive Job Search Information (JSI) is incorporated in a Job Information Delivery System (JIDS).

With the introduction of JIS and Job Bank (the computerization of job orders; large scale production of printouts on a daily basis, rapid distribution of bound books and microfiche to multiple viewing points) job seekers were given direct access to listings of unfilled job openings and relevant information to assist them in making their own job choices and engaging in their own job searches (after appropriate clearance with a referral desk). Increased exposure of openings directly to job seekers, thereby bypassing the local office interviewer and screening procedures, undoubtedly introduces new considerations with respect to the recruitment, interviewing, and hiring processes to which employers are expected to adjust. With all the benefits of advanced technology flowing from the application of electronic data processing, the Job Bank is still only a tool in an Employer Services Program. The human performance element in computer based manpower operations continues to be critically important and often may be more disruptive of effective delivery of employer services than the technology. Adaptations of employer services activities, including employer relations and order taking, together with the need to exercise sound professional judgment in the selection and referral of qualified workers to job openings, become especially important with Job Bank operations.

Another manpower program development which has much potential with extremely important implications for employment office activities and delivery of services affecting both employers and job seeker clientele is the concept of a JIDS. As viewed by the national office of the USES, the Job Information Delivery System

consists of four basic components.[6] These are: (1) Job Information Service (JIS), (2) Employer Service, (3) Labor Market Information (LMI), and (4) Job Bank. To a very considerable extent, the JIS and LMI components are dependent upon employer derived information which extends far beyond that which is obtained as a part of the order taking process for the Job Bank. In fact, unless care is exercised to process and organize job order data obtained for the Job Bank to meet more than the immediate short term pressures incident to the job search, a great deal of the long term continuing value of the data may be lost. Most local offices presently are scarcely capable of making the most effective use of job order data to support immediate placement operations, expansion of self initiated job search and employment absorption require that local offices recognize that both the employer record card and the job order record need to contain requisite data which will provide the building blocks for improved local office operations (see pages 71-83).

Modern computer technology and electronic data processing now make possible the creation of an Employer Information Bank (EIB) which might well become one of the most important operating tools in an Employer Services Program. The realization of this potential in local office operations is some time away for most offices in the public Employment Service system. Nevertheless, in the initiation and introduction of what is currently feasible in the program, some cognizance should be taken of the longer term potentials. With the EIB system, the input of employer information is greatly facilitated both from local office operations and from sources outside the local office. Information storage problems are largely reduced, updating is easily maintained, and rapid retrieval is wholly feasible. The EIB can become the prime resource in the planning and conduct

of employer visits. It serves as the data base for the development of a Plan of Service for each key employing establishment in the area. Information feedback from the EIB to employers, covering both the external and internal labor markets, can in time become a service to employers equal in importance with recruitment and staffing services.

Creation of an EIB, whether computerized or manualized, maximizes data flows to support the delivery of manpower services to other local office clientele in addition to employers. The information contained in the EIB is critically important to the JIDS since it provides the major elements of labor market information needed for the job search and for arriving at occupational choices in making career decisions. Also important for employer relations and services conducted by the local office are data inputs to the EIB resulting from work in units concerned with selection and referral of registered job seekers for listed job openings. Viewed in these terms, the EIB becomes a means for inter-relating activities of applicant services and Employer Services Units. It also becomes evident that the current excessive reliance on job order information in conjunction with Job Bank operations may be too narrow a basis for optimizing local office operations and services. Since the EIB is intended to yield needed services to employers it should bring together pertinent data from a wide variety of sources which will improve recruitment and placement of needed workers while relevant labor market information will assist employers in their production and marketing activities. At the same time, the EIB should be a source of data which can be drawn upon to improve JSI since greater reliance is placed on self initiated job search--and thus bring desirable workers to employers attention.

EFFECTS OF MANPOWER ADMINISTRATION DIRECTIVES AND GUIDELINES

Modernization and revitalization of a local Employer Services Program requires that actions be taken within the context of goals and priorities which have been established by the U. S. Manpower Administration especially within the past two or three years. Some of these are the result of Federal legislative enactment or executive action taken by the President. In other instances, the directives and guidelines reflect major shifts in basic substantive manpower policies and programs. Although there is a growing awareness of the detrimental effects of confusing and conflicting manpower objectives and priorites upon local office operations, including Employer Services activities, little has been done to unify and consolidate the fragmentized and specialized directives. Previously announced special claims on manpower resources or services are rarely withdrawn, but are modified by implication because new claims or priorities are issued.

Closely related to program directives which originate nationally are guidelines, reporting institutions, and budget and related administrative communications which shape intra-agency working relations. All of these, in differing degrees, are bound to have an impact upon local office activities, including Employer Services Programs. When budgets are being curtailed and staff resources are reduced, the restoration of employer services activities and the improvement of the quality of these services are confronted by extremely difficult problems of implementation.

Revitalization of Employer Services Activities

Despite financial limitations and competing demands upon already hard pressed staff resources, several factors combine to

support a more favorable outlook for the revitalization of Employer Services activities within the public Employment Service system. This does not mean that local employment offices can achieve in the near future the level of performance or the range of services in their Employer Services Programs contemplated in the national guidelines issued by the U. S. Employment Service. Nevertheless, some important strides in that direction can be taken. Employment gains, somewhat lessened unemployment, and expanding job openings have improved many local labor market situations and so create greater employer interest in local office services. At the same time the increased importance assigned to local office placement operations and the program desire to achieve a higher penetration rate in worker accession and hires, reverses previous downgrading of Employer Services.

The major contribution to strengthened and more effective local employer services activities turns on the support and leadership provided by field supervision and management in the states and the direction given by local office managers. Rank and file staff, engaged in local office operations, takes its cue from higher echelons of program authority in the states. Allocation of staff on a full time basis to employer relations and services; the re-creation of organizational units, specifically responsible for such activities; the coordination of Employer Services Units, with Job Bank and Placement Units; the introduction of updated operating procedures and techniques; the installation of basic operating records and collection and use of employer information; and an organized continuing effort to assure on-the-job and supplemental staff training--are all essential elements in the revitalization of the Employer Services Program locally. None of these is likely

to be realized without active supervisory and management involvement and support.

Employer services activities, despite efforts to revitalize them in local offices, are not likely to be effective if they are conducted independently of other local office activities or services. Intra office coordination is a management responsibility. Similarly, the role of employer services activities in the community and its significance for other local human resources and manpower agencies are also important to a more effective program with which management must be concerned. A subsequent section of this part of the Report will deal specifically with the implementation of program management of employer services locally.

Mandatory Listings of Job Openings

The public Employment Service in this country for many years held to the view that operating in a free labor market and a private enterprise system meant that it should not be assigned compliance or policing responsibilities, and that it should not exercise compulsory or mandatory authority in the labor market. At the same time, the public Employment Service has sought to enlarge its placement role and its penetration of local labor markets. To achieve this objective it has been sensitive (some have said excessively so) to employer confidence and support. Local employment offices have agreed with individual employers to serve as exclusive sources of selection (interviewing and screening--including administering occupational testing) and referral of job seekers. Reliance on voluntary employer use of local offices has sometimes, it is charged, led to overly strict adherence to employer hiring specifications even to the disadvantage of the job seeker. In the minds of some employers, local public Employment Offices are regarded as enforcement

and compliance instruments of the Equal Employment Opportunities Commission which is responsible for the enforcement of the employment provisions of the Civil Rights Act of 1964.

Federal government requirements, (Executive Order 11598) issued in 1971, specified that all government contracts contain provisions which make it mandatory for all prime and immediate sub-contractors to list their job openings with the state and local offices. Such measures were regarded by many as a step forward in enlarging the placement role of the public Employment Service. Some people have failed to distinguish between mandatory listings of job openings and exclusive hiring. Insufficient experience has yet developed to fully assess the impact of these government requirements upon local office--employer relations and services. Employer surveys made in test city of the Project (a medium size Mid-West city)[7] indicate that these requirements tend to be resented by employers and are regarded as an intrusion of their freedom of action. Whether such a reaction will be detrimental to an effective Employer Services Program remains to be seen. Thus far, it appears that mandatory listings of job openings, alone, does not lead to increased placements. Unless an effective Employer Services Program is operating and there is real follow up in selection, referral, and placement efforts by local office staff, the mandatory listing may be only a pro forma process.

It is important to examine individual employing establishments regarding their previous relationships with the local office and the extent to which the local office received job orders and made placements--before mandatory job openings listing came into effect. Some local offices may be inclined to ascribe limited placement success to employer efforts to circumscribe or avoid use of the local office

despite mandatory listing of job openings. Such a view may not be only a poor alibi; more importantly, it fails to recognize a deep underlying problem situation which calls for the best efforts of the employer services staff. Often, intra-office coordination of the activities of several units may hold the key to better realization of the potential of mandatory listing of job openings. This is especially true when the applicant intake in the local office does not yield job seekers in the occupation for which the vacancies exist, or referral is made of poorly qualified job seekers. Even worse is the situation in which no local action follows after mandatory listing of job openings.

Public Service Employment

Local office personnel have long been aware that employment growth in the public service has been continuing at a rapid rate. Employment and payrolls data indicate that this growth has been largely concentrated in state and local government. Nevertheless, most local employment offices have had little or no participation in the recruitment process nor have they served as a significant hiring channel for public service employment personnel. Much of this exclusion is explained by the fact that government had independent means for recruitment of needed workers (either through civil service merit system examinations or patronage techniques) but also because local offices were not regarded as a likely source for the needed skills. Employer Services Programs in local offices generally excluded public service employers.

The enactment of the Emergency Employment Act in 1971 required that state and local governments, hiring unemployed for job openings financed by provisions of that Act, recruit needed workers by listing their job openings with state and local employment offices. This

legislation made the public Employment Service a link in the hiring process for certain job openings in the public sector. While the volume of activity was relatively small, it nevertheless served as an entering wedge. The data thus far available does not indicate that the local employment offices contributed significantly in filling the job openings which were funded by this Act. It now appears that this legislation may terminate by mid 1973. The employment service experience indicates that public employment continues to be a field of economic activity for which there is need for a more effective employer service program.

What is true for public service employment is applicable to a large number of quasi-public or non-profit activities in education, health services, recreation and related fields. Local offices need to incorporate in their employer services program plan provision for increasing their familiarity with the employment patterns, occupational staffing characteristics, wages, working conditions and related information in these fields. They then must develop strategies and courses of action which will permit them to have a larger share of the placement opportunities.

Veterans Employment Assistance Priorities

The major force which brought about the mandatory listing of job openings and the public service employment legislation discussed in the preceding sections and assigned added responsibility to the Employment Service was the public interest and concern for employment prospects for veterans. Priority of service to veterans has been long established in the public Employment Service. It was further fortified by statutory mandate in the Servicemen's Readjustment Act of 1944. By law, veterans are required to be given a maximum of counseling and placement service by the local

offices. The more recent executive and legislative actions are designed to emphasize the importance of providing employment assistance to veterans. The assignment was made more difficult for the employment offices when the labor market situation worsened while the number of returning veterans from Vietnam increased markedly.

Veterans employment assistance requires that the Employer Services Program take advantage of a number of supporting and supplementary resources which are not available to non-veterans. The contribution which the Veterans' Employment Representative in the local office can make to employer relations and services (which will open up employment opportunities for veterans) needs to be made part of the Employer Services Unit activities. Not only does the VER represent a supplement to the Employment Officer at each veteran's organization post, this has a multiplier effect in the community to expand employer relations in the interest of veterans. Such an approach permits combining regular on-going employer relations activities with elements of job development so as to increase hiring prospects for veterans.

ADJUSTMENTS OF PROGRAM LIMITS AND CONTENT

Implications of Staff Resources Limitations

The single greatest factor which sets limits and determines the content of the Employer Services Program locally, is the number and competence of the staff resources available to work with employers. This consideration must be taken into account in defining the geographic bounds of the area within which the Employer Services Program will be operative. Location and density of employing establishments, transportation and ease of access, topography and terrain are only a few of the elements that need to be considered in conjunction with staff resources. At the same time, area definition

according to municipal government, according to county and SMSA, according to Job Bank jurisdiction, etc. all must be assessed with the objective of optimizing employer services staff utilization. If the local area has multiple local employment offices and also a central area or district administrative office, these features will need to be considered regarding the use of Employer Services staff.

Within this geographic area, careful assessment needs to be made of the magnitude and character of the employer market. The concentration or diversity of type of industrial activity, size of firm, range of occupational staffing patterns, past experience and potential of employer use of the local employment office must be related to staff resources. These elements will determine feasibility limits as to the employing establishments to be included in the program, the basis for services, and the nature and frequency contacts. The organization of the Employer Services Unit, the assignment of work to staff members, and the allocation of territories and employers accounts to them depend on this feasibility analysis.

Optimum utilization of employer services staff involves not only maximum workload output per man, commensurate with quality performance, but also unit costs within reasonable limits. The principal elements accounting for Employer Services Program costs are professional staff labor costs and travel time costs. This means that direct employer contacts--personal visits--are high cost per employing establishment and therefore should be limited to establishments yielding most business for the local office. Thus the concept of "key employing establishment"--high potential for job openings which will lead to placements--provides a basis for determining the number and frequency of direct employer contacts. In this connection, it is important to plan direct employer contacts, recognizing that

Job Bank operations will have importance in maintaining some semblance of "personalized" relations with employers, contacts with employers who have ceased using the local offices, and promotional contacts.

Employer services staff resources limitations will always require that direct employer contacts be supplemented by less direct means which will permit lower cost per employer contact. A good deal of employer relations activity can be carried on with a considerable segment of the employer community through telephone contacts. These are apt to be effective when supplemented by an occasional personal visit or when employer response indicates a need for such a visit. When telephone contacts are related to size of firm and type of industrial activity characteristics of the employer, they permit an individualized approach which could not otherwise be accomplished. When Employer Services staff rotates responsibility of the order taking desk in the Job Bank operation, the Employer Services Representative not only contributes to better operations but also helps to maintain employer relations.

Effective use of Employer Services staff requires that communications with individual employers through letters designed to acquaint employers with local office services be used for most employing establishments (especially smaller size and those with relatively small number of job openings) in the local area. In addition, various media and channels of communication can do much to offset limited staff resources; newspapers, radio, and television fall in this category and should be treated as supplements to Employer Services staff efforts.

Employer Services staff performance, both in quantity and quality of work output, is largely determined by the degree to which

there is understanding, acceptance, and support of the manpower policy and program goals and the role of Employer Services in achieving them. Staff development and improvement in professional competences constitute a continuing need in all program activities, but the revitalization of Employer Services and improved performance is especially dependent upon staff training.

A working interdependence between Job Bank and Employer Services activities with related applicant services, referrals and placement operations requires intensive staff training. The introduction of new operating procedures, tools, and techniques--including data recording and uses--together with labor market and occupational information--cannot be absorbed and applied without an organized continuing training activity. A large part of this training can best be accomplished on the job with direct participation of supervisors. Nevertheless, such training needs to be supplemented by institutional--even classroom--training which will provide perspectives and knowledge not likely to be acquired through in-house training.

Adjusting Program Operations to Changing Employment Service Features

Some reference has already been made to recent manpower program developments which have important implications for Employer Services Program goals and operations. Within the Employment Service itself, such developments require drastic renovation in local Employer Services Programs, particularly those affecting structure and organization of local offices; differentiation in techniques and procedures for delivering manpower services according to degree of job readiness of job seekers; new concepts of the role and activities of employment office staff specialists as intermediaries to clientele; and the application of computerized processes to

local office operations. Each of these developments has a high potential for improved services locally and taken together can so change the local employment office so that it has little resemblance to the past. There is a danger, however, that complacency with these developments, especially advanced technology and the depersonalization of professional services through reduced use of specialists (whether they be selection and referral personnel or Employer Services Representatives) can have a detrimental effect upon the acceptance and use of local employment offices.

The recentness of most of these key changes in the Employment Service, resulting in limited experience and evaluation, requires that adaptations or adjustments in employer relations and services undergo careful and objective assessment to assure that desired program goals are being realized with reasonably efficient operating performance. At this stage when many of these developments may still be regarded as somewhat experimental and not fully operative, emphasis needs to be placed on a flexible approach to Employer Services. The avoidance of hard and fast rigid procedures and unyielding operating practices has particular applicability to Employer Services activities, representing an important tie to almost all intra-office operations and to the outside influences represented by employers and the community generally. This is best illustrated by the interdependency of placement operations (covering registration and applicant interviewing, selection and referral to job openings) with Job Bank (covering order taking, listing of job openings for direct use of clients and screened referral of job seekers engaged in their own job search) and of Employer Services (covering employer relations, records and employer information, order taking and assistance in worker recruitment and utilization).

The need for flexibility in Employer Services has meaning in another respect, namely, adaptation to local labor markets, industrial and occupational characteristics, hiring channels and practices, and local socio-economic institutions whose activities influence the structure and behavior of the local labor market. These considerations, quite apart from staff resources adequacy and other Employment Service constraints, set realistic and feasible limits to local Employer Services Program goals, types of services required and their emergencies, and strategies best calculated to achieve desired objectives. Employer Services operating experiences in other local areas and successful procedures and practices which have been tested elsewhere can be useful and are easily accessible in handbooks and manuals. They cannot, however, be a controlling determinant nor can they substitute for or supersede local area considerations.

Performance Criteria and Measures of Effectiveness

Program management requirements, including those pertaining to budget administration and program experience evaluation, necessitate a thorough assessment of a local Employer Services Program's performance and effectiveness. This means that from the outset, a well organized and comprehensive record keeping and information system should be introduced which will measure the volume and kinds of activities in which the program is engaged, workloads and transactions, and also the services rendered, indicating the clientele to whom the services are provided. Such an information system should not be narrowly construed so as to yield only administrative accounting data. It is even more important that the information system focus on the substantive content of the Employer Services Program in terms of the manpower and labor market problems confronting employers, the number and kind of services provided to employers by

the local office, and the extent to which these services are relevant and consistent with program goals and contribute to achieving them.

Agreement on the program goals, the criteria and standards for measuring employer relations and services, as well as program effectiveness should determine the content of the information and the detail and frequency with which requisite data should be obtained, processed, and analyzed. Since the considerations involved are likely to affect assessment of the entire local office or at least related operations, the determination of the evaluation criteria and standards should not be limited to the Employer Services Unit alone. Moreover, the elements which make up the measures of program performance and effectiveness should be consistent with those used by field supervisors and the State Administrative Office.

Since the listing of job openings with the local office is an important step in Employer Service activities with potential for leading to placements, it is obvious that this data element is an important component for measuring performance and effectiveness. Both the number and quality of job openings listed are important, but these must be examined not only as of a given time, but over a particular time span to assure that trends are detected. They must also be analyzed in the context of labor turnover experience in the local labor market--with special reference to the number of job openings or vacancies as well as the types of occupations, wages, hours of work and working conditions. At the same time, they must be examined with respect to the placement potential for the local office, taking account of the labor supply and the characteristics of job seekers and applicants. In the final analysis, however, job openings per se represent only one activity which has significance only as other activities and operations involved in the placement process are reviewed.

Local office performance and effectiveness needs to be measured in terms of what happens after job openings are listed. Failure to respond to a job order so that no referrals are made to listed job openings is one of the most certain ways in which to create employer irritation, cut off future business, and cancel existing orders. There is little justification for employer visits and an intensive program of employer relations which subsequently indicates non-response to job orders given by an employer. Almost as bad is slow response to such orders; therefore the need for management controls to assure prompt response is evident. It does not follow that referrals reflect effective operations and performance, even if promptly serviced and in reasonable numbers. On the contrary, a high ratio of referrals to non-placement or few placements may be the clue to poor selection or poor understanding regarding hiring specifications and worker qualifications. Nor can general referral ratios be used. They need to take account of differences in various skills, occupations, and hiring channels and practices.

Placement and hires of specific referrals made by the local Employment Office have a new importance when Employer Services Programs and local office operations are evaluated in accordance with the volume and trends in placements as well as the occupation, wage, and other characteristics of the placements. Perhaps the most realistic index to future employer use of the local office is found in an analysis of the placement experience. Such an analysis would concentrate on the occupations in which placements have been made with individual employers as well as successful local office actions on employer orders, providing useful information concerning high turnover and prospective frequent job vacancies for which the local office can participate in recruitment. The

degree of concentration or the range of occupations in which placements have been made also provides useful labor market information for counselors, selection interviewers, and job seekers.

Employer reactions to specific referrals made by local offices, as reflected by hires and non-hires, need to be carefully studied, since every employer survey indicates that employers are generally unhappy with Employer Service selection and referral of job seekers. The major criticism expressed by employers to local employment offices is that non-qualified job seekers are referred to them and that the selection process is not sufficiently responsive to their hiring specifications. Increased employer criticism along these lines has coincided with an expansion of employer contacts and job development activities as a result of a multiplicity of local non-profit and specialized offices undertaking job market services (community action agencies, special client minority groups oriented organizations, CEP and WIN). Many employers are inclined to lump all these activities together with those of the local employment offices, since the latter also stressed job development for disadvantaged and inexperienced or less qualified minority group job seekers.

Employer skepticism about office referrals of applicants has been greatly enhanced by two functions of Job Bank; order taking processes which are somewhat remote from employer relations through personal contacts, and computerized lists of job openings directly accessible to job seekers. There is some concern that with a Job Information Service (self-service), job seekers will apply for jobs that interest them without matching their qualifications to hiring specifications--a job previously performed by the employment office selection interviewer. This situation is likely to improve, however,

with tightened record keeping procedures and referral controls as the essential elements in receiving "credit" for placements. At the same time, Job Bank underscores the interdependency of order taking and referral as part of Job Bank operations and the work of Employer Service Representatives in the Employer Services Unit.

With greater recognition, both administrative and budgetary, being accorded to placements, attention centers on both the quantity and quality of the placements. Efforts to avoid the operating artificialities and procedural excesses which sometimes result from the drive to show the most favorable placement accomplishments become important in these circumstances. The so-called "numbers game" requires more care in both the definition of placements and the adherence to the definition. When workload performance and program effectiveness analyses take into account the kinds of placements made (because in part, different unit times are assigned to different categories), further complications are introduced in the evaluation process. It is not surprising that this situation leads to greater scrutiny of the statistical reporting system. Inevitably, questions arise regarding the accuracy or validity of the placement data and then it becomes necessary to install an audit control. Care needs to be exercised that the placement measures of performance and effectiveness do not become self defeating.

Excellent local office performance in recruitment, selection, referral, and placement of job seekers as viewed by employers is based not only on the promptness of the response to the job order, but as has already been stated, the qualifications of the job seeker referral. Too often a local office is inclined to regard a placement transaction as completed when it verifies with the

employer that a hire has taken place. Satisfactory employer relations, sound marketing practice, good employer acceptance and support all require that Employer Service Representatives demonstrate a continuing interest in the placements based on local office referrals. Most employers are concerned about high labor costs, reduced productivity, equipment breakage and product spoilage resulting from excessive labor turnover and frequent review of job vacancies. When the local office, through sound selection and referral of job seekers, contributes to hires of satisfactory workers, it is likely that retention on the payroll and employment continuity will rise

When the employment office extends its services and interests to employers beyond the hiring process, it enters into situations involving the utilization of the employed workforce. While a local office may properly follow up on employer satisfaction and experience with workers previously referred by it to the employing establishment, going into additional matters affecting the employed workforce generally can be done only when employer relations are excellent and employer use and acceptance of the local office is well established. One important contribution which the employment office can make to better utilization of the employed workforce without intervening in internal plant personnel practices is to provide employers with relevant labor market and manpower information. Properly organized and packaged labor market data for the local labor market may prove to be extremely useful to employers showing employment levels and trends by industry; unemployment volume, rates, and characteristics, labor supply and labor demand. Too often, Employer Services Representatives have relied exclusively on the routine distribution of area labor market newsletters to meet this need.

One measure of employer acceptance of the local employment office is the extent to which it has established its expert knowledge and authority on the local labor market and through this expertise is called upon by employers for assistance. Broadly generalized and aggregated labor market information often will not be adequate. Employer interest may be centered in specific occupations (job content, necessary preparation or training, wages, hours of work, etc.) or in comparative analyses of labor turnover for his establishment and other establishments in the same industry or sources of needed labor supply. Access to the specialized knowledge of the Labor Market Analyst or the Occupational Analyst, or the specialist in occupational testing may assist the employer in resolving his own manpower problems. When the employer can look to the local employment office not only for its own specialized services but also as a knowledgeable center suggesting where the employer can receive assistance on labor legislation or services from other manpower related agencies, a local employment office must be credited with having achieved an important facet of employer relations and services.

PROGRAM MANAGEMENT OF LOCAL EMPLOYER SERVICES

The responsibility for manpower program management is highly diffused and undergoing considerable change. In part, this can be traced to the broad ranging content of manpower programs. Legislation enacted in this past decade as well as the supporting program agencies expected to implement the manpower legislation added to the program management problems. The multiplicity of manpower agencies administering programs, the proliferation of financing and spending authorities, and the splintering of jurisdiction and authority among the federal, state, and local governments in the

manpower field--all mean that program management of employer services is an extremely difficult undertaking, at the local level.

This section of Part I will set aside the program management implications for employer services so far as the national and regional offices of the manpower agencies are concerned. In doing so, it should be recognized that their contribution will be chiefly supportive, performing clearinghouse functions for interchange of ideas and experience with other parts of the country. The financial role and the part they play in the budget process likewise has a major influence on the content of this program management responsibility for Employer Services activites at all levels. It should also be clear that the national and regional manpower agencies exert a very considerable influence on Employer Services Program management by reason of the statistical reporting requirements and the information systems to which the state and local offices must conform.

The federal government will no doubt continue to have great influence on all aspects of manpower program management and thus upon Employer Services as one component of the program. Nevertheless, as the "New Federalism" continues to take shape and finds expression in decentralization of program responsibility, the nature of the leadership will surely undergo change. Manpower planning, program administration, and manpower operations (the latter having always been largely local in character) will increasingly become responsibilities of state and local governments. As revenue sharing takes on greater proportions with larger shares coming to local government jurisdiction (particularly the urban areas) for specific manpower program services, program management will assume even greater local importance. At the same time, it is to be expected that more

attention will need to be directed locally to the problems of coordination of local manpower services--to inter-agency relations and to their interdependence. This section of Part I will concentrate entirely on the implementation of program management of local employer services, especially as this responsibility confronts the local area director and local office manager.

It is important to distinguish between program management responsibilities exercised at the local area level and those which are appropriate to a local office manager or first line supervision. This distinction is particularly meaningful if the local area in which the Employer Services Program is carried on is a multi-office area. Program management problems of administration, supervision, coordination, and technical support are more difficult in such local areas, partly because the labor markets are larger and more complex, but even more because of division of authority and responsibilities at several levels. The district or area office is the site for overall area manpower program direction and usually is responsible for technical support services--such as labor market information, occupational analysis, statistical reporting--in addition to coordination of local office activities. Commonly, the district or area office is responsible for Job Bank operations as well as Employer Services activities (even when Employer Service Representatives may be outstationed in local offices, tied in with geographical assignment of employer accounts). Typically, however, responsibility for applicant services is located in the local offices within the area. Thus, the inter-office coordination needs, when added to the intra-office coordination problems, give rise to many program management difficulties. Employer Services activities, perhaps more than most local office operations, are compelled to face up to this challenge.

Local program management of Employer Services activities depends on how local staff resources are mobilized and allocated to engage not only in employer relations and employer services, but also in the Job Bank Unit assignments and technical support units. If the local area employment service organization structure has been shaped to conform to COMC concepts, this also will affect program management. It is clear that no single pattern or formula for program management will be equally responsive and suited to all local situations. Nevertheless, certain common elements exist in program management which are applicable in all local areas--even though adaptations and deviations are necessary for specific areas.

Before undertaking a review of each of the specific program management responsibilities to which the local Employer Services Program needs to be subjected, it might be well to identify the major components on which the discussion will center. None of these components is independent of the other. In fact they are all interlinked and frequently what is being done about one simultaneously affects the others. For this reason there is no special logic or preference as to sequence with which they are treated. Since, however, the local area is the focus of attention and the primary mission of the staff resources and facilities in the local area is the delivery of service--in this case employer relations and employer services--local program management might well begin with this component.

Five major components may be said to comprise the program management function. These are: (1) delivery of employer services, (2) accountability, (3) evaluation, (4) budget administration, and

(5) planning. At the area office level the program management requires a broader perspective, a longer time span, and greater aggregation than is needed by first-line supervision in the local office. Both the recurring frequency and the detail with which employer services is subjected to supervision and management are greater at the local office than at the area office level. Although each level is concerned with all the elements of the program management function, evaluation, budget administration and planning all require greater time inputs at the area office level.

Delivery of Employer Services

The core of employer service operations is found in the services provided to the individual employer client or the employer community as a whole. Allocation of staff resources and facilities to provide such services are critically important to the program management. Employer Services activity data, reflecting the number and kinds of services provided; the number and characteristics of the employer clientele; the nature of services requested by employers and the local office response, are only some of the data components necessary for program management in terms of delivery of employer services. Such information needs to be related to the individual staff members who are part of the Employer Services Unit. The workload carried by each staff member and the disposition of his work assignment needs to be examined for staff supervision. The delivery of improved employer services also includes extended effort in the management program to develop staff competences and professional capabilities for the kinds of employer services needed in the local area.

First line supervision of employer services activities is especially bound up with the delivery of employer services. It requires daily review of work assignments, continuing individual

staff member discussions and regular examination of operating records to assure that there is prompt response in service delivery to employers and that the services are specifically fitted to individual employer needs. Management of services delivery calls for unit or group staff meetings where there is an interchange of ideas and experience. At times when the nature of an employer's manpower problem warrants, the Unit Supervisor is required to lend his assistance to supplement the efforts of the Employer Services Representative. In situations where a multi-plant employer is involved or a headquarters office of the firm is involved in a matter of employer relations, assistance from the state or national office of the Employment Service may be useful. Management sensitivity to employer attitudes and reactions toward the Employer Services staff activities is important in the supervision of delivery of employer services. This often calls for communications with individual employer clients independent of Employer Services Representatives.

Since delivery of employer services requires time and staff resource inputs from units of the local office other than the Employer Services Unit, program management should avoid an excessively narrow approach. For example, the Job Bank Unit; or the work incident to JIS which in turn affects the numbers and kinds of job seekers coming to employers; or the transmittal of labor market information which the employer requests; or the assistance from job analysis--all need to be taken into account as a part of the delivery of employer services. No part of the Employer Services Program has greater on-going significance than the daily operations involved in the delivery of employer services. Clearly the administrative and supervisory responsibility for this function extends beyond the Unit Supervisor and inevitably involves the local office

manager and even the local area director. By the same token, management actions taken with respect to delivery of employer services have ramifications that affect each of the other major components of program management.

Accountability

Pressures giving rise to the need for accountability are a direct outgrowth of the delivery of employer services. The major justification for allocating staff resources and facilities to various types of employer services, differentiating in the urgencies and priorities assigned to them, lies in the labor market and manpower problems confronting employers and the extent to which such services will be useful not only to employers, but job seekers and the local labor market generally. This means that a number of elements and groups in the local area have an interest--and even more, a stake in the nature of the employer services which are provided by the local office. With free labor markets and voluntary use of local employment offices by employers and job seekers alike, public support is critically important to the kind of image which the local office has in the community and to the influence which it exerts in labor market activities.

Too often, pointing out the number and variety of activities of a local office to the public generally and to the employer community particularly is regarded as an exercise in public relations whose chief purpose is self acclaim and self-serving. Such an approach is ineffective and in the long run is doomed to failure. The ultimate test, and the base on which judgment is made with respect to employer services delivery, is the relevancy and quality of the service and the performance. A more meaningful, positive and constructive discharge of the management function of accountability

directed to the employer community is to create a better informed and responsive clientele. It should not only bring about greater acceptance of the Employer Services goals and priorities, but should also stimulate and encourage employer participation and cooperation. Management use of the Employer Advisory Committee can often service as an accountability instrument with the employer community.

An equally important and more time consuming facet of the accountability element in Employer Services Program management is the intra agency administrative reporting of activities and workloads, identification of employer needs for local office services and the extent to which they were met. This type of accountability determines the content of the management information system designed for the use of the several levels of administration and supervision beyond the local area. Administrative accountability for Employer Services Program activities to higher echelons of program responsibility is both a management tool and a technique. Within the Employment Service this type of accountability is very closely related to two other components of program management--evaluation, and especially budget administration. Outside of the Employment Service at the local area level, accountability for employer services activities contributes to inter-agency manpower program coordination for such possibilities as program planning, manpower services delivery, and determination of budget requirement.

Although employer services is only one component of the entire manpower program, accounting for employer services activities to government authorities--both state and local--as a part of manpower policies and program needs to be constantly borne in mind. Since government itself is a major employer of manpower, what happens in

the public sector of the economy with respect to public service employment should properly serve as a model to employers in the private sector. This, however, is not likely to happen unless Employer Services Program management is sensitive to its accountability responsibility. Manpower policy statements and program documents used to account to the government, may even be translated into executive orders or legislation concerning the role of employers in improving the functioning of hiring channels, and labor markets.

Evaluation

The employer services evaluation function is influenced by each of the other management function components and it, in turn, affects the others. Comparisons of employer services activities with predetermined goals establish the basis for evaluation of services or staff time efforts. First, goals or targets must be established, together with indicators of activities (usually transactions or services, stated quantitatively); then criteria or standards should be introduced which will serve for measures of effectiveness of performance. These elements which make up the evaluation design for employer services determine the data elements which comprise an information system needed for evaluation. They dictate the components of record keeping--their transmittal, processing and organization. Evaluation should not be confused with supervision or monitoring of employer services delivery which is concerned only with on-going current experience even though many of the data elements used are the same. Evaluation compares results with predetermined outcomes and attempts to determine how well the Employer Services Program is working.

Criteria and standards for measuring employer relations and services performance and program effectiveness were discussed in

some detail in the preceding section of this volume. From that discussion, it should be clear that evaluation of employer service activities alone cannot be meaningful if the evaluation is limited only to the Employer Services Unit. Effective response to an employer's needs, providing useful and prompt services to assist the employer in meeting his manpower problems, requires intra-office coordination of various units and specialists. Employer attitudes and reactions tend to relate to the local office as a whole and, depending upon the frequency with which they deal with particular staff members, to specific individuals. Employer Services Representatives making personal visits to employers often find that they are held accountable for the actions of other units and individuals in the local office. Supervision of the Employer Services Unit requires regular continuing evaluation of activities and performance of the unit, and its staff members, but this evaluation is not sufficiently comprehensive to cover the entire Employer Services Program, since activities and functions not assigned to the unit are excluded.

Meaningful evaluation of employer services activities in the local office needs the involvement of the local office manager who should be able to assess both the activities of the individual units, as well as their interrelationships in the performance of employer relations and services. As a minimum, these units are the Employer Services Unit, the Job Bank Unit, and the unit responsible for selection and referral of job seekers. Uninfluenced by self interest, independent and objective judgment, as well as broader program perspective, demand that evaluation of employer services activities for the entire local office be undertaken by the field supervisor and at times by representatives of the state administrative office.

Unfortunately, Employer Services Program evaluations are almost always conducted under the auspices of the agency responsible for them. Too often they exclude clientele participations--employers and job seekers. Rarely is the evaluation responsibility allowed to be exercised by an independent, outside research organization. It is not surprising that these circumstances have frequently caused some doubts and skepticism as to the validity of the findings and the reliability of the evaluation results. Greater acceptance and use of evaluation survey conclusion might be achieved if the planning, conduct, and review of the evaluation activity were jointly shared by local office operating personnel, supervisory personnel from other levels of administration, and employer and job seeker representatives.

Budget Administration

Of all the program management functions for employer relations and employer services, budget administration has had the highest visibility and regretably, the most influence. It is still narrowly conceived and usually limited to what is currently becoming an almost obsolete concept of the budget process. In other words, it is too often viewed as only an accounting and financial activity. Nevertheless, contemporary budget administration in program management combines planning, management, and control processes, including the determination of objectives and evaluation of alternative courses of action. Consequently, this accountability and the evaluation functions of Employer Services Program management are interwoven with budget administration. An essential element is a comparison of projected activities and their costs with actual performance and expenditures. Cost or expenditure accountability is not enough; it must be linked to program goals and objectives.

In recent years, another budget administrative development which has important implications for a local Employer Services Program has come to receive wide acceptance. With cost-benefit or cost-effectiveness analyses increasingly becoming a justification base for proposed budgets and programs, employer services will likewise need to give more consideration to collecting and using data elements in a regular, recurring information system which will demonstrate that expected costs (both direct and indirect) will be more than offset by improved program effectiveness or greater benefits. This approach to budget request justification, in the case of employer services, requires that benefits are estimated to include gains to the employer, wage gains to the job seeker, and advantages to the community; thus employer services needs to be conceived as a program which has broad ramifications rather than one narrowly centered on the employer alone. Similarly, costs incurred to carry out an Employer Services Program need to include operations throughout the local office as well as technical support activities. This type of budget administration creates an awareness in management of the interdependence and interlocking of various local office operations which together make effective employer services possible.

At the same time that broadly gauged program considerations with appropriate supporting data need to be consolidated with estimated costs and expenditures data (as they relate to employer services), there continues to be a need for current and reliable cost accounting of unit time inputs of staff resources as well as related non-personal costs. This latter type of information is useful at the local area level in the exercise of supervisory or management responsibilities involving allocation of resources and facilities and their relevancy to needed services and program goals. The decision

to reallocate staff time away from employer personal visits or to assign employer accounts on a geographical rather than an industrial basis, may often turn on the stern realities of cost constraints and budget limitation. Within the local office, this facet of budget control which is translated directly to staff services and their capacity to handle the workload is so immediate and decisive as to make program budgeting seem unreal.

Even with decentralization of program management responsibilities and with increased revenue sharing to states and local areas, it will still be necessary to demonstrate to other levels of administrative authority that costs and expenditures have been pointed to economical and efficient operations, and that the services rendered have been pointed to overcoming important manpower and labor market problems through assisting employers to utilize manpower more effectively. Budget accounting based on past experience has its problems, but it is even more difficult to establish a compelling case by assembling appropriate socio-economic, labor market and manpower data (all specifically relevent to employer services) and relating them to types of problems which the proposed employer services activities are intended to minimize and to suggest that program proposals are not only feasible, but likely to be achieved.

Planning

The planning function within the context of program management responsibility is concerned with projections over a span of time into the future, yet it must use past trends and current situations as bench marks. Fundamental to the planning function as it is applied to employer services is the distinction between the immediate, short-run anticipations, and the expected intermediate and longer term developments. Each of these time spans is suited to different

program purposes and different levels and facets of program management. Accordingly, each draws upon different sources and requires different data elements as to frequency and detail.

Every component of the Employer Services Program management function is dependent upon information if it is to be effective. Planning for the immediate situation and short-run anticipations, which accounts for most of the management planning at the local area level, can be carried on with data derived from on-going operations and from administrative records. Yet even this limited type of planning cannot ignore broader socio-economic environmental data which help to determine the volume and character of the employer services operations. With respect to the intermediate and longer run time span, Employer Services Program planning--including the budgetary implications--even at the local area level must utilize a great deal of labor market and manpower information which cannot be derived from administrative records alone. Such information as the level and rate of economic activity, the state of the labor market, population trends and changes, employment trends and shifts--industrially and occupationally--are needed to supplement the information contained in employer record cards and job order records. Special studies, one-time surveys, and reports from agencies and institutions outside of the Employment Service need to be drawn upon to meet this need.

Informational support for the planning function is different whether the manpower planning is administrative, program, or budgetary. The needed information does not automatically become available because there is a demand for it, or because one can assume that on-going operations or statistical programs will yield it. Some management effort is required to become familiar with accessible

information and to arrange that it will be organized and processed to fill the different kinds of planning needs. In this connection, knowledge of timing, scope, and limitations of data is important.

Administrative planning of employer services calls for data related to time and geographic specifications. Relating current employer services to needs involves logistic realities which require fine detail in time schedules. Highly current, specific quantitative data on workload, staff resources, etc. are needed to shift resources in accordance with new program emphasis. Schedules for the week, month, and perhaps quarter serve as a planning base for operating administrative decisions.

Program planning centers on projecting changes in the labor market and anticipating manpower problems which will confront employers--based upon expected changes in industries, occupations and labor supply and demand. It must be based on analyses of the types of labor market and manpower problems confronting employers, the needs for services which employers have evidenced to local offices, and types of employer services in which the local offices has been engaged. Planning documents and quantitative data which support plans of proposed services to employers covers a much longer time span than is adequate for administrative planning. Data sources include the decennial population census and the census of manufacturers, as well as employment and unemployment data over a period of years--all of which must be related to the local labor market in which this local office operates and where the employer services will be provided.

Budgetary planning, as was indicated earlier, is closely tied into program planning. Much of the same kinds of data are required to justify the estimated budget requirements, as are used for

planning employer services. The time span, however, is different. Since preparation of budget estimates are made about 18-24 months before funds are appropriated and allocated, and since the funds are usually for one fiscal year, projections of needed employer services based on changing labor market and manpower problems cover an intermediate period of some 2 or 3 years at the most. In this respect, the time span falls between the short range administrative planning and the longer range employer services planning.

Although each of the major components of Employer Services Program management have been treated under separate headings, it has not been possible to discuss them separately because they are not independent. Indeed, the very interdependence of these components leads to the inescapable conclusion that sound Employer Service Program management must of necessity be a composite undertaking. This becomes all the more evident when it is realized that the manpower program is far more comprehensive and far reaching than Employer Services. The need for a broad based management approach is further supported by the fact that in every local area there are many local human resource and manpower related agencies whose activities greatly affect the extent to which the local office can provide useful services to employers. Among these agencies are the schools, vocational education and area training or skill centers, social service agencies, vocational rehabilitation, and the health service agencies. All of these make a contribution to the quality of manpower which the labor market and employer require. In that sense, the local Employment Office operates as a central instrument and intermediary locally to assist employers in finding needed workers.

Footnotes

1. Edward J. Giblin and Louis Levine, Employer Services Activities and Manpower Policy, U. S. DOL, Manpower Administration, Contract No. 82-26-71-41.

2. Edward J. Giblin and Louis Levine, Achieving Manpower Goals Through More Effective Employer Services Programs, U. S. DOL, Manpower Administration, Contract No. 82-26-71-41.

3. Ibid.

4. Giblin and Levine, "Employer Services Activities...," Op. Cit.

5. National Employers' Committee for Improvement of the State Employment Services, Report, July, 1972.

6. Handbook for Establishing a Job Information Delivery System, U. S. DOL, Manpower Administration, June 1971.

7. Giblin and Levine, "Achieving Manpower Goals...," Op. Cit.

PART II

KEY COMPONENTS OF THE DEMONSTRATION EMPLOYER SERVICES MODEL

INTRODUCTION

Part I of this Volume dealt with the general issues and problems of developing and operating an Employer Services Program. Part II of the Volume deals with the specific components or activities performed in the Demonstration Employer Services Program. If Part I of this Volume can be conceived as the "why" and "wherefores" of Employer Services, Part II is the "how to" of Employer Services.

The actual Demonstration Employer Services Program was very extensive and we could not hope to elaborate on every aspect of it. One other final report[1] presents additional information on the Demonstration which supplements much of the descriptive material in this Part (II) of the Volume. In Part II of this Volume we will review in some detail only those aspects of the Demonstration Model that were of key importance to the successes of the Demonstration.

In reviewing Part II of the Volume the reader should bear in mind that the Demonstration Model did not represent the ultimate in Employer Services Programs. The test city local office, and most local offices throughout the country, are in no position to implement and maintain highly complex and extensive Employer Services Programs. The components of the Demonstration Model presented in Part II should be regarded as the basic building blocks required by most local offices if they are to eventually develop more sophisticated Employer Services Programs capable of facilitating the achievement of the public Employment Service's goals.

Eight components are considered. These are:

- Staff Training
- Employer Advisory Committees
- Public Relations Focused On The Employing Community
- Employer Information
- Key Employer Selection
- Employer Contact Schedules and Controls
- Job Development Information
- The Delivery of Employer Services

Of the eight components considered, the last is the most important. The first seven components only exist to support the delivery of services to employers.

STAFF TRAINING

Over the last few years, very little training was provided for Employer Services staff in most local offices. The training ES staffs did receive usually was limited to the mechanical aspects of their jobs, e.g., the proper method of completing contracts (OJT, NAB-JOBS, etc.) and reviewing procedural operating manuals. Also, much of this training was sponsored by USES and thus, was highly generalized for purposes of regional training meetings and such meetings were tailored neither to the unique needs of the individuals nor to problems within their local areas. To fill this training vacuum, the Project itself developed training programs tailored for both the ES staff and the office staff as a whole.

The reader again must bear in mind that the training described in this section is neither new nor advanced. It merely represents the very basic technical and interpersonal skills necessary to successfully carry out a basic Employer Services effort. As such it represents another building block on which to eventually construct a more sophisticated Employer Services Program.

In reviewing this section, we would caution the reader on the limitations of training programs. Many persons at the federal and state levels regard training as a panacea for all the problems facing a local office. It isn't! In another Project final report[2] considerable discussion was devoted to the failure of all levels of management to consider the human needs of the institution, wherein all efforts are devoted to developing new programs, not to developing the public Employment Services' staff capability to implement these programs. In this kind of environment, even the most carefully designed and professionally implemented training program will be of marginal value.

An Approach To Training Programs

The essence of the approach used in training was that it was designed to meet the specific needs of local staff. The USES Employer Services Training Resource,* which is available to all State agencies, is particularly suited to developing locally oriented training programs. Our approach was similar to that recommended in the Training Resource:

1. Identifying the training needs of the participants
2. Setting goals for each session
3. Adapting and expanding materials in the Training Resource
4. Conducting small group (fewer than 12 persons) sessions in which the audience participated in role-playing, case study, and group exercises
5. Reinforcing the training sessions immediately with on-the-job experiences demonstrating the ideas and techniques developed in the training sessions.

This last point is of considerable importance to a successful training experience. Most training specialists have come to a consensus that adult learning is best facilitated when the learner has a chance to use the new ideas or techniques in the work setting. This immediate application of the learning tends to reinforce the training experience; it has been related to improved performance on the job. All too many training programs presented to Employment Service staff have not been followed by immediate opportunities for application on the job.

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* Available from U. S. Department of Labor, Manpower Administration, U. S. Employment Service.

Overview Of Subjects Covered During The Demonstration

Unlike many Employer Services training programs, the Demonstration training effort included the entire local office staff. In a report[3] we emphasized that delivering services to employers was a total local office effort, not limited to the activities of the Employer Services Unit. Of course, the training given to most local office staff was not as extensive or technically oriented as the training given to Employer Services staff. Nonetheless, it was felt to be essential to a successful Employer Services Program. In outlining what was done, first, we'll cover the training given Employer Services staff; then, briefly, we'll review training given to all local office staff.

The Project offered three kinds of training related to Employer Services. In the first, which dealt with contacting employers and conducting field visits, some of the subjects were:

1. Preparing for an employer contact
2. Using the telephone in making appointments
3. Public relations
4. Overcoming employer objections
5. Closing the sale

The second dealt with technical training. Subjects covered were:

1. The collection and use of employer information
2. The identification of key employing establishments
3. The technical services available to the local office
4. The identification and analysis of employer's needs for technical services
5. Training on Executive Order 11598

6. Training in EEOC legislation concerning interviewing, testing, and wages, etc.

The third area--organizational development--covered:

1. The role of the state agency and the local office
2. The role of Employer Services
3. Setting work goals and objectives
4. The interdependence of different units in the local office
5. Achieving cooperation and coordination for the delivery of services

Much of the information used is available from the Training Resource and from materials and experiences originating in the local office.

The first area--contacting employers--was based on the concept of preparedness. The Employer Contact Representative must be prepared to factually counter any valid objections that an employer raises. For example, if the employer makes a statement about the general quality of the applicants that would be sent from the office, the representative must counter his statement with factual data on the characteristics of the applicant file. Only by preparation and the development of his informational base with relevant data can the representative answer any valid objection raised by an employer.

The Project taught the Employer Contact staff how to prepare for a visit: what information should be studied, where to find the information in the office, and how to utilize the information. The Project trainers discussed how to make appointments over the telephone by using a system of flip cards keyed to the possible excuses that an employer may use to refuse an appointment. Very little time was spent on public relations, but the rudimentary

concepts were presented to the staff. Overall, the goal of the training was to show that if the staff was prepared and presented its material in a professional manner, it could overcome many employer objections.

The second kind of training given by the Project dealt with technical services and was based on two premises: first, that certain information must be collected and used to build a complete file on individual employers, thus leading to a more thorough service to employers by the local office; and secondly, the Representatives must have certain working knowledge of technical services available and ways to bring those services into play when they are needed. This technical knowledge must include an understanding of the EEOC regulations and Executive Order 11598, both of which have a great influence on the employer's environment.

The first section within this second kind of training dealt with the importance of labor market information to which the local office has access. The data was collected from the different reports and the records of the office, the foundation for a successful employer information model. The consumers of this information have to be fully aware of its importance, how to bring it together, and how to interpret it. Considerable emphasis was given to selecting "key employing establishments" for personal contacts. The labor market information with which the Employer Services Representatives became familiar came from statistical reports on labor turnover by industry, employment changes reflected by U.I. claims, Job Bank reports concerning the interaction of the office with employers, applicant file surveys, and other sources from inside and outside the office.

The second section of this training dealt with the technical services that could be offered to an employer from the local office.

The Employer Services Representative has to have a working knowledge of the employer technical services which are available; he also must know how to identify and analyze the employer's problem so that he can recommend which particular services to resolve a given problem. Knowing EEOC regulations is an important aspect of this analysis; an Employer Services Representative can perform an important service to an employer if he can identify a possible violation of an EEOC regulation and recommend a correction before the employer is cited for a violation.

The third and final kind of training dealt with the organizational development aspects of the local office operation. The roles of both the state agency and the local office were highlighted, as well as the role of the reconstituted Employer Services Unit. The major emphasis of this training was concerned with the interdependence of the different units in the office and how the operations and efforts of one affects the others. The interrelationship between the Job Bank operation, order taking, and Employer Services received the greatest attention. The gist of this training was on achieving coordination and cooperation in the delivery of services to employers and applicants. Also given attention was the sharing of information collected by the Employer Services Unit with the other units in the office, aiding them in better performing their duties.

The training given to other local office staff (those not in the Employer Services Unit) was identical to the organizational development phase of ESR training. Theme of the sessions for this staff was that everyone in the local office has an employer services responsibility and function; not only the Employer Services Unit.

Because of the limited resources of most local offices, the training they can furnish probably will be restricted. The training

suggested here is not a comprehensive package covering all phases of employer services and could be handled by larger local offices. It is training that can be given by resourcesful management by drawing on a myriad of materials found in the USES Training Resource, which is available at the state's administrative office and materials that can be found in the local office. The training can be given by unit supervisors or specialists who may be assigned to the local office on loan from the administrative office. This kind of training is just the first step in the development of an Employer Services staff. On-going training of the staff has to be considered if the staff is to keep updating its skills and information base. The colleges in the area should be surveyed to see if they offer courses that would enhance the staff's knowledge of manpower programs and employer services and other technical subjects. If they do, the staff members should be encouraged to take the courses that are available.

EMPLOYER ADVISORY COMMITTEE

Prior to the Demonstration, employer relations activities in the test city office were on an individual basis, e.g. limited to those employers who either had, or showed an interest in, an OJT training program, or offered a limited potential for job development. The office had no experience nor was it familiar with a collective approach to employers through an advisory committee. It had not utilized the employer community as an intermediary for reaching individual employers.

The Project looked to an advisory committee comprised of local office management and selected representatives from key industries, businesses, and institutions in the community as an important element in the reconstruction and restructuring of employer relations and services. Such a committee can help establish individual employers' acceptance of the local office; it can open channels of communication; and it can act as a sounding board for new ideas and services to the employing community. A committee of employers and local office management serves two major purposes: first, it allows for the exchange of information about the services offered and services that the employers would like to see, and secondly, it allows for the cultivation of closer contacts and conduits into the business community by the local office, thus creating a basis for favorable employer response to employer services activities provided by the local office by reflecting employer involvement and participation.

There are at least two methods for approaching employers with regard to committee membership. One method is to use an intermediary such as the local Chamber of Commerce, trade and employer associations, or the NAB-JOBS metro director to stimulate interest in an Employer Advisory Committee. In this way, the employers themselves tend to

initiate the action that leads to the creation of the Committee. Alternatively, the local office may go directly to those employers who were initially selected for committee membership and request their participation. The Project decided on the latter course; it approached the employers about committee membership without using a third party.

The primary purpose of an Employer Advisory Committee is to develop a representative body to which the local office's management can objectively explain its services and detail the limitations and constraints placed upon it by the different mandates, regulations, and operational restrictions that affect its work. The local office management can gain an invaluable insight into problems which confront employers when they deal with the local office; the kinds of services that would be of greater benefit to employers; and employers feelings for making on-going operations more sensitive to their needs. From the Committee's suggestions, the local office can analyze the needs of employers on an informal basis and possibly develop ideas on how the office's image can be improved.

It is most important to note that the Committee was actively involved in the affairs of the local office. Committee meetings were joint problem solving sessions. Many committee members regularly visited the local office to keep abreast of current activities. Many members assisted local office staff in a variety of ways, including making joint contacts to hard-to-reach employers; employers not anxious to deal with the local office.

The Committee members can act as conduits to other companies and institutions in the business community. For instance, the company representatives can be invaluable as resource people for the Employer Services Unit, directing the Unit to a particular approach for a certain company; opening doors to hostile companies by arranging the

appointment for the Employer Services Representative; and giving the local office representatives direction in helping establish greater cooperation with certain employers.

The Committee also can act as a promoting force for the activities of the local office: the name and prestige of the Committee can be used in advertising; the Committee recommendations can be used to demonstrate how the local office is altering its operations to enhance its receptivity to employers needs; and the Committee, once created, can sponsor the employer services operation of the local office.

As was true with most components of the Demonstration Employer Services Program Model, the Employer Advisory Committee only represented a basic building block for the eventual expansion of working relations with local employers and the community. While the purposes of this Committee were somewhat limited during the Demonstration, future plans call for a much more extensive involvement of employers with the local office, including a more formalized role for the Committee, enlarging its membership to include a broader based community representation.

The composition of the Committee should be determined by the objectives to be obtained and the proposed members should have prestige and status in the employing community. The Committee was limited to an advisory capacity in the area of operational issues that have caused difficulty between the local office and employing establishments. Consequently, it was decided to select the Committee members from persons who would be most sensitive to those issues, i.e. the personnel managers and directors who have the hiring authority for their firms; however, other purposes for such a Committee may necessitate involving different levels of management.

Committee selection is based on a number of factors intrinsic to the local labor market and the local office:

1. The kinds of industries that make up the labor market
2. The key companies in the different industrial classifications
3. The employee population of the companies in the industrial classification
4. The local influence or prestige of the company
5. The frequency of use of the local office by the company

The Committee should, as closely as possible, approximate the composition of industry in the area. The members should be selected from different areas of the labor market (durable goods, non-durable goods, institutions, service industries). The companies selected should be the key ones for the industrial area, representative of both large and small establishments. All the companies should have influence and prestige in the business community. And the Committee should be balanced between companies who do and those who don't use the local office for hiring needs. The Committee has to be kept to a small size--10-15 company representatives--to prevent its' becoming unwieldy.

Once the Committee's purposes and membership have been agreed upon, the local office needs to direct its attention toward methods that will insure the Committee's recognition as spokesman for the employing community. The most expeditious method is to use the different news media available. By using these resources, the purpose and composition of the committee can be transmitted to the individual employers.

The local office must decide on the life span of the Committee, the number of meetings to be held, and the agendas for the meetings. The life span of the committee should be short, determined by the

topics to be covered and the goals sought. By setting a definable period of time for the committee, the local office can evaluate the effect of the group, and, if necessary, permanently adjourn it at the end of the time period. Or, if it proves highly successful, the Committee can be extended.

By having a pre-determined number of meetings, the local office can control the direction of the meetings and prepare agendas based on the progression of the meetings. The agendas should move from general discussions to specific issues or problem areas. The first meeting should deal with the services offered by the local office, the different manpower programs that are offered through the office and how they affect the office's operations, and a review of the mandates; resources; and operations of the local office. Presentation of this information at the first meeting will serve two general purposes: first, it will give the Committee members a cursory knowledge of what is offered, how it is offered, and the limitations that are placed on the office, and secondly, it lays the groundwork for the suggestions that the Committee can make and reasonably expect some action upon. After the introductory meeting, the meetings can move to problems that confront the employer in dealing with the local office and then on to problem solving meetings to study and work out the problems identified.

If the Committee is to remain viable, the local office needs to be constantly alert to maintaining contact with the Committee members between meetings. A variety of techniques may be used to accomplish this objective: an open house at the office for the Committee members; an invitation to the members to observe the office on an individual basis; employer clinics about special problems; television or radio interviews for public service or news programs. The Committee

members should be constantly kept informed about the status of their recommendations between meetings to show that their suggestions are being given the consideration that they warrant.

Before the Committee is formed, the local office management has to be aware of certain dangers inherent in a Committee of this kind. The first pitfall to watch for is the lack of thoughtful preparation for the meetings. Too many employers hold the Employment Service in low esteem and if the local office is not adequately prepared, this low estimation may be reinforced and do further damage to its image. The local office management has to insure that all the Committee recommendations are given proper consideration by both itself and by high levels of ES management; if not, the valuable time of all parties will be wasted, creating a deleterious effect on the office's attempt to impress the employing community with its effort to improve its services. And, above all, the job orders placed with the office by the companies represented on the Committee should receive VIP treatment; they have to be serviced promptly and efficiently. Failure to do so would negate any attempt to utilize the name of the Committee and to demonstrate that the local office is truly concerned with improving the services offered to the employers.

In summary, the local office must carefully plan its approach to an Employer Advisory Committee. The purpose of the Committee has to be well thought out, the selection of Committee members must be representative of area employers, and the meetings and agendas have to be pre-planned to insure that their direction is controlled and regulated to meet the purpose of the Committee. The Committee members' recommendations have to be weighed and those that are applicable must be instituted; those that need further consideration by higher levels of management must be passed on to them. And the

Committee members have to receive constant feedback on the status of all their recommendations.

The local office management must never lose sight of the fact that the Committee is only a tool to improve the communication between itself and the employers; the Committee should never become an end unto itself. The ultimate goal is to improve the local office's operations so that it is more receptive to employers' needs and problems and, consequently, better able to attract more and better jobs for the people who come to the office for employment. The Committee can help the office and the business area so that both parties can receive optional benefit from their interaction.

PUBLIC RELATIONS FOCUSED ON THE EMPLOYING COMMUNITY

Until the Project intervened in the test city's local office operations, there was no systematic program for making indirect contacts, or developing a public relations program aimed at area employers. The limited Employer Services staff devoted all of its time to making personal visits or promotional telephone calls to a very limited number of employers. It was thus unable to prepare an indirect contact program for the local employing establishments. Nor was any effort made elsewhere in the local office to communicate with the employing community generally. The decision to select and concentrate all the direct contacts with "key employing establishments" pointed up the fact that large sections of employers were being neglected entirely. The problem of reaching the great bulk of employers became particularly acute, because of very limited staff resources. The Project therefore undertook to design a campaign for communicating with the majority of the employers through a variety of media to offset the limitations on personal visits. In addition, the Project prepared needed supporting materials and utilized outside sources to supplement its own limited staff. The public relations program consisted of five components:

1. Mail distribution of brochures
2. Release of newspaper and magazine articles and stories
3. Mailings of specially tailored letters
4. Reliance on business and trade associations as "multipliers"
5. Use of radio and television

Brochures

In order to highlight the local office's new features and services especially relevant to employers, the Project prepared two brochures. One brochure dealt with the Job Bank System, which was new to the

office. The other brochure, more general in character, was aimed at informing employers of the services and programs offered by the office. Both were specifically designed and adapted to the unique characteristics of the test city employer market; they emphasized the identification of the local office with the test city. Both brochures were distributed to approximately 3,500 employers in the local area.

The chief drawback in the use of brochures is the cost. Because most local offices don't have the requisite funds, an extensive brochure program locally is usually prohibitive. The cost for the general two color brochure (eight pages in length) was 28 cents per copy. [When such a brochure was priced for statewide distribution however, the cost dropped to eight cents per copy.] In any case, brochures would usually have to be developed and produced at the state office level.

The gain to the local office in reaching vast numbers of employers through the use of brochures, as compared to direct personal contacts, may offset the printing and distributing costs. Both the brochures were generally well accepted by the employing community. They helped greatly in explaining the local office's services to those employers who could not be readily contacted directly by an office representative.

Newspaper and Magazine Articles

To maximize communication with employers generally, the Project worked closely with the local newspaper (the test city is a one-newspaper city). Particular efforts were made to supply its labor and business writers with a constant flow of material which usually yielded favorable news articles. The press releases and news stories centered around the different services offered by the local office and the activities of the Employer Advisory Committee in aiding the

office's attempts to reach the business community. Staff in the local office wrote two feature stories for the local Chamber of Commerce magazine. One story dealt with the Employer Advisory Committee; the other described the work of the Employer Services Unit. These stories received favorable comments from the business community.

Special Mailing

The local office experimented with particular mailings to employers. Specially designed letters were mailed which provided information regarding certain services which would be of interest to selected employers. Letters of congratulations were also sent to newly-arrived or recently promoted personnel managers or directors to explain the services of the office to them, if they were, perchance, unaware of them. In the main, the special mailings were successful and well received by the local employers and provided an inexpensive method of maintaining contact and explaining services to those employers who would not be contacted on a personal basis.

Contacting Local Trade and Business Associations

The Employer Service Representatives devoted some of their time to various employer and personnel management associations. Such contacts often had a multiplier effect, since through the group more employers became aware of the local office services then would have through individual visits. Meetings with representatives of the Chamber of Commerce and other business and employer associations centered on explanations of the operations and services of the local office; they also provided a means to obtain information on how these groups could be better served. The results of the indirect contact through the different associations were difficult to assess because they didn't generate job orders directly. It was felt however,

that such meetings were a positive contribution to reaching a diversified employer market.

The Use of Radio and Television

The local office's use of radio and television was intended to reach the largest possible audience and was not focused exclusively on the employer community. In both media, two distinct approaches were used. One was limited to the news and special public affairs programs. The other was using commercials of sixty seconds or less. In a medium-sized city such as the test city, the television stations tend to use more feature stories than would be possible in a larger city with more hard news of major proportions. Because of the stations' need to fill their recently expanded news programs--an hour in length--they were willing to film stories on the different operations of the office.

The Project prepared commercials for television broadcasting. One had a basic orientation toward employers. The other was directed toward the applicant audience. The time for both was donated by the stations as part of their public service obligations. Unfortunately, the airing took place during poor viewing time, early morning and late at night, so the Project was compelled to purchase prime air time at a nominal cost.

The impact of the television time on the employing community was difficult to assess. Favorable comments were made to the Employer Services staff during visitations of employing establishments, but the number of new job openings listed with the office directly attributed to television advertising could not be determined.

The local office used the radio time primarily for spot announcements. The announcements tended to be of two kinds: a listing and

description of jobs that were available through the local office and for which no suitable applicant could be found; the other promoting individuals for whom no jobs were available, with special emphasis on recently discharged veterans. The radio time was donated by the local stations in order to fill their public service broadcasting requirements.

Problems Experienced In Communication Approaches

The most serious problems experienced in attempting to reach employers indirectly through communications devices occurred in the brochure and the television commercial preparation. The costs entailed in the development of the two forms of communication might well be prohibitive for most local offices.[4] The initial cost of these two media can be offset if they are prepared at the state level and distributed through the local office. No major problems arose in the other forms of indirect contacts--newspapers, mailers, and contacting trade and business associations. Once the initial contacts were made and local office staff became familiar with the procedures, there were no difficulties or complications.

EMPLOYER INFORMATION

The design and implementation of a Key Employer Selection Model which identifies those employers offering the greatest potential for job openings served as the basis for the Project's concentrating on the information base to support employer services activities. At first, the Project considered the updating of the Employer Record Cards which were still in the files, although in varying stages of disuse. However, the record cards were found wanting in two key areas: first, the cards did not have enough space or categories for the information collected or for information to be added; and secondly, because the record cards had not been maintained over the years, there were gaps and errors in the information. Thus, updating the cards presented a greater problem than taking a fresh approach.

The decision to establish a sound foundation for an employer information base required that attention be directed not only to the immediate, operating requirements of the Employer Services Unit (specifically the Employer Services Representatives) but also more fundamental considerations of providing a technical support to the entire local office and the whole range of its activities and services. In this connection, there was awareness of the need for Job Search Information (JSI) and an Employer Information Bank (EIB), all adding up to a total Job Information Delivery System (JIDS). At the same time, there was recognition that the stern realities of inadequate staff resources and competence, as well as budget limitations, dictated an extremely restricted beginning for a current, reliable, and comprehensive Employer Information System. It was decided that at best the basic elements, constituting building blocks, could be introduced.

Two major actions were taken by the Project with respect to employer information, which it is hoped will shape its future development so that all interested users and clients requiring employer information may benefit from the local office activities. An Employer Information System was devised, consisting of appropriate records and files. The system was designed not only as a means for recording and storing information but also for retrieving it and for serving employers and all other clients of the local office, including job seekers and the community. In this context, the Employer Information System is not simply a mechanical, procedural approach to record design and haphazard record keeping. Furthermore, provision was made for an Employer Information Clerk (records technician) attached to the Employer Services Unit to serve as a technical support to the Employer Services Representatives. The records technician had particular responsibility for assuring that employer information and records containing such information were maintained in an orderly fashion, accessible for retrieval, and that appropriate information was being obtained.

The basic tool designed for recording and maintaining employer information was the Employer Information Jacket. This jacket, together with the information available from the order cards in the Job Bank, constitute the key elements of an Employer Information System.

Employer Information Jacket

The old employer record card inadequately provided for "internal labor market" information which is critically important to an employer service activity. In addition, data related to recent manpower program developments having employer implications was lacking. Material such as union-management contracts, newspaper

and magazine articles, and correspondence between the office and the firm had to be maintained in another system. The consolidation of all of this information about the employer required the use of an Employer Information Jacket.

The Employer Information Jacket (EIJ) consisted of five forms which were:

A. Employer identification and basic information, which represents the front cover of the jacket (See p. 74, Figure 1).

B. Occupational and turnover data, which represents the back cover of the jacket (See p. 75, Figure 2).

C. Employer contact record, an insert in the jacket (See p. 76, Figure 3).

D. Employer services record, an insert in the jacket which is printed back to back with the employer contact record (See p. 77, Figure 4).

E. Employer plan of action, another insert in the jacket (See p. 78, Figure 5).

The face of the Jacket contained information about the company to aid the Employer Services Representatives in his or her relations and work with the individual employer: identifying information such as the name and address of the firm; principal officers of both management and labor; and the product or services offered with the industry code. Information about the company's employment practices and policies was included on the face, information which included the work week and hours of work; the principal hiring sources; specifications; and the employee benefits.

On the reverse of the Jacket was occupational data which would assist job search activities, job developments, and other related

Figure 1

EMPLOYER INFORMATION JACKET

(Front Cover)

Last Name ____ First Name ____ Middle Initial ____

Address ____

City ____ State ____ Zip ____

Phone Number ____

PARENT COMPANY ____

Address ____ Phone ____

City ____ State ____ Zip ____

Key Executive ____

Address ____

PRODUCT OR SERVICES ____ INDUSTRIAL CODE ____

EXEC OFFICERS / HIRING and UNION OFFICIALS

Name ____ Title ____ Address ____ Phone ____

ACTIVITIES WITH PUBLIC MANPOWER AND TRAINING PROGRAMS

EMPLOYMENT POLICIES AND PRACTICES

WORKWEEK ____ Hours ____ Shifts ____ / HIRING SOURCES Personnel Ofc ____ Relations Friends ____ Class Ads ____

EMPLOYMENT AGENCIES Public ____ Private ____ HIRING SPECS Health Exams ____ Occupational Tests ____ Educational Requirement ____

Describe ____

Recruit - Wages - Hiring ____ Reason ____

UNION AND NON-UNION ____ Health - Retirement - Vacation ____ LAYOFF ____

EMPLOYEE BENEFITS ____

PAY PERIOD: 1 ☐ DAY, 2 ☐ WEEK, 3 ☐ BI-WK, 4 ☐ MONTH, 5 ☐ SEMI-MO, 6 ☐ YEARLY, 7 ☐ OTHER

US CIT	INSUR	HOSP	SICK LV	VAC	BONUS	PENSION	SPECIAL
☐ YES ☐ NO	☐ YES ☐ NO	☐ YES ☐ NO	☐ YES ☐ NO	☐ YES ☐ NO	☐ YES ☐ NO	☐ YES ☐ NO	☐ YES ☐ NO

TRAINING

FORMAL	INFORMAL
☐ YES ☐ NO	☐ YES ☐ NO

WORKING CONDITIONS AND PLANT FACILITIES

Transportation ____ Public ____ Other ____

ENVIRONMENT CONDITIONS Heat ____ Cold ____ Sanitary Facilities ____

Plant Equipment ____ Physical Hazards ____

ENTRY JOB DEVELOPMENT and PLACEMENT POTENTIAL ____

HIGH FREQUENCY OPENINGS (Experienced) ____

Figure 2

EMPLOYER INFORMATION JACKET

(Back Cover)

OCCUPATIONAL DATA

PLANT TITLE	D.O.T. TITLE	NUMBER	HIRING SPECIFICATIONS	WAGE RATE

EMPLOYMENT AND TURNOVER DATA

YEAR		JAN.	FEB.	MAR.	APR.	MAY	JUN.	JUL.	AUG.	SEP.	OCT.	NOV.	DEC.
CURRENT	MALE												
	FEMALE												
JOB VACANCIES	INTERMEDIATE												
	LONG TERM												
LABOR TURNOVER —SEPARATIONS—	TOTAL												
	DISCHARGES												
	QUITS												
	LAYOFFS												
	ACCESSIONS												
	NEW HIRES												
	E.S. PLACEMENT												

Figure 3

EMPLOYER INFORMATION JACKET

(Insert In Jacket)

EMPLOYER CONTACTS

DATE	LOCAL OFC REP	PURPOSE OR CONTACT *	INFORMATION – RESULTS OBTAINED	FOLLOW-UP ACTION NEEDED

*Code 561
(A) EMP Visit (B) PROM TEL Cont *

1 – Introductory Contact
2 – Gen'l Promotional Contact
3 – Obtain Basic Emp Information
4 – Solicit new Job Openings
5 – Explain E.S. Self Service
6 – Discuss Employer Complaint

Code 562
Indust Services Visit

1 – Resolve Employer Problem
2 – Reactive Hiring Requests
3 – Develop Training Program
4 – Discuss Selection Testing
5 – Discuss Support Program
6 – Prepare Job Specifications
7 – Plan Job Analysis Activity

Code 530
Individual Job Devel Contact

1 – Develop a Specific Job
2 – Provide Follow-up Support
3 – Overcome Employer Resistance

Figure 4

EMPLOYER INFORMATION JACKET

(Insert In Jacket)

EMPLOYER SERVICES AND CONTACT RECORD

NAME	PERSON TO CONTACT
ADDRESS	TELEPHONE
HOW TO REACH	EMPLOYER RELATIONS REP

JOB ORDER SERVICE ACTIVITIES

DATE	OCCUPATION	NUMBER OF OPENINGS	DATE FIRST REFERRALS	NUMBER REFERRALS	NUMBER HIRED	CANCELLATION		REMARKS
						DATE	REASON	

Figure 5

EMPLOYER INFORMATION JACKET

(Insert In Jacket)

EMPLOYER PLAN OF ACTION

NAME	DATE PREPARED	PREPARED BY
DATE REVISED	REVISED BY	OTHER

BRIEF HISTORY:

PLAN OF SERVICE

activities since it included information about selected occupations which offer placement potential for the office, as well as data on accessions and separations; plant population and fluctuations; and office and firm interaction measured by office placement.

Employer Service and Contact Record Card

This insert in the EIJ is a handy record of all visits made to the employer by the Representative, and is designed to be coded with the reasons for the visit, how the contact was made, information obtained and suggested follow-up. The reverse side records the Job Order activities for quick referral.

Employer Plan of Action Card

The Employer Plan of Action Card is designed to be used as a tool for developing a semi-annual review of the services offered to employers and the subsequent selection among them. The Employer Services Representative can develop an appropriate plan of action for each "key company" which is tailored to the specific needs of that company, by drawing on the resources that have been collected since the last review. In many ways the Employer Plan of Action Card is the most important item in the system. It becomes the focal point of the Employer Services Representative program for the individual firm. It details the actions which should be taken to insure that the employer and the qualified job seeker are brought together for the benefit of both. It becomes the operational directive from that individual company to the local office for the services which the company needs.

Employer Complaint Form

Another form used to supplement the EIJ was the Employer Complaint Form. The first priority of the Employer Services Unit

was to handle the complaints that were voiced by employers. But there was no organized method of insuring that the complaints reached the appropriate staff members or that the resolution of the complaint was communicated back to the staff members (in Order Taking or Placement) who first identified the complaint. This posed two hindrances to resolution of employer complaints: first, the lack of a mechanism prevented the identified complaint from reaching the proper person and second, prevented news of the resolution's reaching the identifier of the complaint.

To develop a proper system of complaint handling, the Project developed a four carbon copy form for the routing and resolution of employer's objections. A facsimile is on page 81. It has space for all pertinent details such as the company, the complaint, the origin of the complaint, and the documents collected concerning the complaint. In the body of the form are spaces explaining how the complaint was resolved and what additional follow-up is needed.

The copies were routed to the Employer Information Jacket, the office manager for review, the company representative, and the staff member who originated the complaint.

Employer Information Technical Services

(Employer Information Clerk)

Prior to the Demonstration no one maintained the employer information on a regular basis, because it was not a required reporting function. The records were maintained in a loose manner, with limited effort spent on their maintenance. The Employer Services Representatives spent the greater portion of their time on developing support and maintaining a liason with the employers, not on maintaining proper records. Consequently, the needed information base was lacking.

Figure 6

EMPLOYER COMPLAINT FORM

Date _____

Name of Company _____ Order # causing complaint _____

Address _____

Phone _____ Person making complaint _____

Nature of Complaint _____

_____

_____

_____

Interviewer's comments _____

_____

Pertinent material to be collected:

A. Copies of the Order (MESC 2514)

B. Employer Record Card (2363)

C. Copies of 2511 for all referrals

D. Other _____

Person taking Complaint _____

ACTION TAKEN:

Company Contact _____ Date _____

Employer Statement of Complaint _____

_____

_____

Action Taken to Remove Complaint _____

_____

_____

_____

_____

Employer reaction to resolution _____

_____

Comments and follow-up _____

_____

_____

_____

_____

Copies:
White - Employer Service Unit
Gold - Manager
Pink - Originator of Complaint
Blue - Originator—prior to action

ESR _____

In order to offset this troublesome situation, the Project staffed an Employer Information Technician position (Employer Information Clerk) to support the operations of the Employer Services Unit. The duties called for the collection, collation, and maintenance of the employer information for use by the Employer Services Unit and the rest of the office in its Job Information Delivery System (JIDS). The data used by the Technician was drawn from the multiple sources found within the office and from outside sources that aided in the completion of the above schedules and culminated in the Employer Plan of Action Card.

By having one person detailed to the maintenance of all pertinent information about the employers of the locality, the proper keeping of the information base was guaranteed and the Employer Services Representatives were freed from record keeping tasks so that they could devote their time to dealing with the employers. Yet they still had the needed operating information with which to carefully plan their approaches to the employers.

The importance of collecting and maintaining employer information cannot be overstressed. The information developed over a period of time can become the building block for improving services to both the applicant and the employer. The information can be both the product and the tool of an Employer Services Unit, which can collect and refine the data from the employer. The Unit can use the data to serve the employer by insuring that he is contacted just prior to his peak hiring periods, that he is contacted when applicants who possess the skills that he is looking for enter into the system, etc.

The major problems with the employer information are collecting and using the information and maintaining the information. For any data to be of value, the staff members who use it should be completely

trained in its use and its collection. The data exists for the staff members to make interpretations and decisions based on the available information. Without a complete knowledge of how to interpret the data, it would serve little purpose. Also, the system must be maintained and updated as the information comes in. Information that is obsolete serves no purpose and prevents accurate decisions from being made.

KEY EMPLOYER SELECTION

Within a local Employer Services Program, available staff and resource constraints dictate local offices' optimization of their capabilities for maintaining relations with "key" employers. "Key employers, or employing establishments" are those which have the highest potential for listing with the local office the greatest number of job openings which will lead to placements. Identification and selection of these "key" employing establishments is important to the success of a local Employer Service Program. The MESC-ABR Project rejected a "major/minor" market model for identification and selection of key employers, because the size of firm criterion was not deemed to be an adequate index to openings/placement potential and, moreover, other criteria often were more significant for achieving objectives with limited resources. Instead, the Project developed a "key employment establishment" model which considered a number of salient features reflecting attributes of a particular firm and its industry, the degree of acceptance of the local office by the particular firm, and the characteristics of the labor market as well as the job seekers. Seven criteria used to identify and select the key firms were:

1. Employers covered by Executive Order 11598
2. Size of firm
3. Recurring employment fluctuations, seasonality
4. Labor turnover
5. Occupational characteristics of the industry and the establishment
6. Local office acceptance and use by the firm
7. Occupational potential for job seekers

Employers Covered By Executive Order 11598

A very logical first criteria for determining which employers to contact is whether or not they are covered by Executive Order 11598; the mandatory listings order. Employers covered by this order are required to list most of their job openings with the public Employment Service.

The fact that these employers must list their openings is a perfectly valid and useful reason for an employer visit. The purpose of the initial visit is to explain the order to the employer and to demonstrate how the local office can assist in their hiring needs.

Most state offices now periodically provide their local offices with updated lists of employers covered by the order. Such employers should receive priority visits, regardless of their potential based on the other six criteria. However, if the local office has limited contact staff, the other six criteria can be used to rank order the mandatory employers for visits.

While this first criteria for selecting key employers to contact is very compelling, contacts, wherever possible, should not be limited to just these employers. Six additional criteria are available for determining other employers to contact.

Size of Firm

Job openings in a particular establishment usually reflect instability or vacancies in existing jobs, either of which necessitates replacements, rather than increases in the level of employment. Hence, size of firm cannot be regarded as the main determinant of the potential for placements. Nevertheless, given comparables in job stability, the larger the firm the greater the prospect for job

openings which will lead to placements. There are, of course, large firms which offer excellent wage and benefit packages and good working conditions, all of which promote a stabilized work force and, consequently, little placement potential for the local office. However, their offerings are more related to the industry of which these firms are a part, than to the size of the firms themselves.

The selection criteria for identifying establishments which offer the greatest potential for both volume and quality of job openings may start with size of work force, but should always take into account other criteria. Frequently, the size of his firm is a primary factor in the employer's decision to use the local office's services; in other cases his decision is dictated by Executive Order 11598.

Special problems are imposed by the size of the firm. A large establishment will tend to be highly structured, with the hiring authority and channels to employment centralized in a personnel department, or dispersed among the different divisions and levels of authority. Union-management consideration will play an important part in the hiring and promotional practices and may act to preclude the local office's penetration of the firm. Thus, the internal labor market of the establishment becomes significant if the local office seeks to expand its use by the firm.

Information on firm size was derived from the quarterly report for the State Unemployment Law (ES-202 Report). This report gives by month the payroll and employment of firms classified by four-digit SIC code. The firms were classified by size of employment by industry. Despite variations in establishment size in different industries, for the area as a whole size categories were as established as follows: 300+ workers; 100-299 workers; and less than 100 workers.

The information was transcribed from reports on summary sheets (figure 7, page 88) for each organization.

Recurring Employment Fluctuations

Certain industries are characterized by seasonal fluctuations in production or marketing--industries such as construction which is dependent on weather conditions; food processing which is geared to the lowest demands; and retail trades with its peak periods clustered around certain holidays. Knowledge of these highs and lows in employment activity allows the local office to plan in advance for anticipated changes and attempt to capitalize on the industries' projected employment needs for that period. In addition to instability of employment in seasonal industries, other criteria may preclude a given establishment's being classified as a "key employing establishment." However, these establishments can supply a large number of suitable job openings during their peak periods. In other words, "key establishment" is not a fixed and rigid identification for all months in the year.

The information about seasonal fluctuations was collected from the same source as the firm size, the quarterly report for the Unemployment Insurance Law. The information was collected for the last four years in which information was complete and was arranged so that the rising and peak periods of employment could be identified by two-digit industry groups. (See figure 8, page 89.)

Labor Turnover

Labor turnover in a particular establishment is perhaps the most important source of openings for the local office. On rare occasions job openings may be generated by new industry entering the area or a major expansion of existing facilities, but, in the main, as has

Figure 7

SUMMARIZATION SHEET

4 Digit SIC	Company Name and Address	County Kent / Ottawa	Size Employ-ment	Seasonal Labor Turnover	Occupational Characteristics	Local Office Exper.	Detrimental Remarks

Figure

SEASONAL FLUCTUATIONS

	Jan.	Feb.	March	April	May	June	July	Aug.	Sept.	Oct.	Nov.	Dec.	
1970	2700	2700	2700	2600	2500	2600	2600	2600	2500	2600	2600	2700	Transportation equipment (371, 372-375, 379)
1969	3000	3000	3100	3100	3000	3100	3200	3300	3300	3200	3200	3200	
1968	3000	3100	3100	3100	3100	3000	3000	3000	2900	2900	2900	3000	
1967	3000	3100	3100	3000	3000	3100	3000	3000	3000	3000	3100	3100	

	Jan.	Feb.	March	April	May	June	July	Aug.	Sept.	Oct.	Nov.	Dec.	
1970	9400	10100	10000	9700	9900	10000	10000	9900	10000	9800	9600	9500	Other durable goods (19, 32, 38, 39)
1969	11600	12100	11900	11500	11400	10800	10800	10700	10900	11200	10200	9900	
1968	12400	12400	12200	10300	10500	10500	10500	12400	12500	12500	11600	11600	
1967	9300	9400	9500	9300	9600	9800	9700	9700	9800	9700	9800	9900	

	Jan.	Feb.	March	April	May	June	July	Aug.	Sept.	Oct.	Nov.	Dec.	
1970	4600	4400	4300	4300	4200	4500	4900	5100	4900	4700	4600	4500	Food and kindred products (20)
1969	4500	4500	4500	4400	4600	4700	5800	6000	6100	4800	4700	4600	
1968	4300	4200	4200	4300	4400	4700	4900	5300	4700	4900	4900	4700	
1967	4500	4400	4400	4500	4600	4900	5000	5200	4900	4700	4500	4400	

	Jan.	Feb.	March	April	May	June	July	Aug.	Sept.	Oct.	Nov.	Dec.	
1970	3400	3400	3400	3400	3600	3700	3200	3600	4000	1500	1800	3600	Textile mill products & apparel (22, 23)
1969	4200	3900	3900	4000	3100	3300	2900	4000	4200	3900	3600	3700	
1968	3900	3800	3700	3700	4000	4000	3000	3300	4300	4200	4300	4400	
1967	4000	3700	3500	3500	3700	3600	2800	3600	4100	4200	4000	4000	

	Jan.	Feb.	March	April	May	June	July	Aug.	Sept.	Oct.	Nov.	Dec.	
1970	1800	1800	1800	1700	1700	1800	1700	1800	1800	1700	1700	1700	Paper and allied products (26)
1969	1700	1800	1800	1700	1700	1700	1600	1700	1700	1700	1800	1800	
1968	1700	1700	1600	1600	1700	1700	1700	1700	1700	1700	1800	1800	
1967	1900	1900	1800	1700	1700	1700	1600	1700	1700	1700	1700	1700	

been indicated, job openings come from employment instability. Labor turnover can come from three key sources: voluntary worker separation; involuntary separation; and promotion. Voluntary separations such as quits and retirements yield openings which can be filled by the local office, directly by filling the openings or indirectly by filling the openings resulting from promotions made to fill the initial job openings. Involuntary separations such as layoffs have little potential for the local office; in fact they are detrimental because they increase the size of the surplus labor force and reduce the number of possible job openings in the community. Another form of involuntary separation, the discharge of unsatisfactory employees, offers the local office potential job openings within a company. The local office has an opportunity to either fill the vacated position or an entry position opened up by a promotion.

Accessions to a company payroll come from one of two sources: the recall of workers laid off and new hires. The former offers no job order potential for the office; the latter does.

Unfortunately, data on labor turnover is scarce and non-existent in many localities. This creates a major roadblock in the local office's effort to identify and select employers which offer the greatest potential for placements (it also indicates the importance of developing such information on the Employer Record Cards). While information is available from industry aggregates, these may have limited uses, and the real wind-fall lies in disaggregate information for individual firms. Yet, even this limited amount of information concerning accessions and separations by industry can supply a clue for the local office in its selection of "key employing establishments." The quantitative data needs to be augmented by qualitative information about the employer's internal labor market, which can be acquired only over a considerable period of time.

In order to utilize what information was available, the Project tabulated the employment by months in two-digit industry groupings, against which new hires, total separations and total accessions were compared. Although the experience of a particular establishment may differ greatly from the experience of the industry as a whole, the information extracted proved to be of value in making broad conclusions about turnover and placement potential. (See Figure 9, page 92).

Occupational Characteristics of Industry by Establishment

In order to make valid decisions about which establishment should be classified as a "key employer," the local office has to obtain information on the occupational structure--the number, the range and complexity for the industry and the particular firm. Those industries that have families or clusters of occupations that open channels of occupation and growth and advancement for the individual are, obviously, the best industries for the local office to cultivate. However, such clusters promote employment continuity which often excludes the local office. Because such situations become well known in the locality, plant recruitment and self-initiated job search tends to limit local office participation in staffing these plants. There are also industries, and firms in those industries, where the occupational structure produces employment instability. If that instability is not caused by detrimental work characteristics--low pay, low job rights, lack of advancement potential, or seasonality--the local office staff would do well to seek out those companies which can offer the greatest possible placement opportunity.

The occupational characteristics of an industry and establishments within it can also give the local office insight into the hiring channels that would exclude or compete against the local office. For example, vocations which call for licensing by a

Figure 9

LABOR TURNOVER

Months	Employment	New Hires	% of New Hires	Total Separations	Total Accessions
Oct. 70					
Nov. 70					
Dec. 70					
Jan. 71					
Feb. 71					
Mar. 71					
Apr. 71					
May 71					
June 71					
July 71					
Aug. 71					
Sep. 71					

Months	Employment	New Hires	% of New Hires	Total Separations	Total Accessions
Oct. 70					
Nov. 70					
Dec. 70					
Jan. 71					
Feb. 71					
Mar. 71					
Apr. 71					
May 71					
June 71					
July 71					
Aug. 71					
Sep. 71					

Months	Employment	New Hires	% of New Hires	Total Separations	Total Accessions
Oct. 70					
Nov. 70					
Dec. 70					
Jan. 71					
Feb. 71					
Mar. 71					
Apr. 71					
May 71					
June 71					
July 71					
Aug. 71					
Sep. 71					

Months	Employment	New Hires	% of New Hires	Total Separations	Total Accessions
Oct. 70					
Nov. 70					
Dec. 70					
Jan. 71					
Feb. 71					
Mar. 71					
Apr. 71					
May 71					
June 71					
July 71					
Aug. 71					
Sep. 71					

governmental agency, such as medicine, aviation, or public safety can be excluded from solicitation by the local office. Again, where specific hiring is controlled through union-management contracts, the establishments employing persons in those occupations would not turn to the local employment office for employees.

Nevertheless, care has to be taken in excluding industries and companies from the "key employing establishments" list. Although the more prestigious and pecuniary occupations may be closed, the firm still may offer a wealth of openings that are not excluded from the local office's job order lists.

The method of determining the occupational structure used is too lengthy and technical for discussion in this segment of the report; to find the methodology refer to Technical Note I, in the MESC-ABR Project Report "Key Employing Establishments for Job Openings Listings," by Louis Levine, January, 1971.

Local Office Acceptance And Use

Although this criterion is non-economic and tends to be a marketing research element based on experience, it is of major importance for the local office. It provides the means for identifying and selecting employing establishments to be singled out for special effort. After all, the purpose of the complex model is to pick those firms which will yield the greatest number of job openings that the office can fill. If the degree of employer acceptance is not considered an important facet, then the organization of a "key employment establishment" model may well be an academic exercise. Regardless of the potential openings a firm has, if its acceptance of the local office as a recruitment source is low, those openings will not be realized by the office. Much effort is directed by the

local office to attracting "new" employers when the job order experience will show that local offices have neglected employers who have already indicated their desire to use the local office.

A "key employing establishment" model is just the first step in developing a marketing program directed at the employers in the community. The next step is recognizing that there are levels of acceptance, or degrees of relationships, that have developed over time. The information organized around the first four criteria have to be further clustered in categories based on the acceptance of the local office. Those firms that are clustered together by their size, their turnover and their occupational structure have to be reshuffled into fewer groupings based on their use, and lack of use, of the local office. Grouping based on the five criteria then allows the local office to plan a marketing campaign directed to each particular segment.

Once the objective data had been collected by the MESC-ABR Project, staff studied the order activity of the key firms chosen to determine their relationship with the local office. The firms were classified three ways: effective relations, seldom uses or stopped using, and never uses the office. Also, information on different programs that promoted the interaction between the local office and employers was studied to see what kind of relationship was developed from those programs.

The five criteria, four rooted in the characteristics of the particular industry and the fifth based on the interaction with the office, were used to pick those firms which would give the local office the greatest number of job openings that could be filled by the office. In turn, that data was arranged so that certain categories of firms could be approached, via a marketing

campaign, in the most propitious method to get those job openings. (See Figure 10, page 96).

Occupational Potential for Job Seekers

It was suggested in other Project reports that obtaining an increase in number of job openings in the local office is not an end in itself, it is obvious that greater attention must be given to the end objectives of placements. In this way both employers and job seekers are served. Placements can only be achieved by selection or referral of job seekers who have qualifications to meet the employers' hiring specifications.* This means that based on the numbers and characteristics of applicants registered with the local office--particularly with respect to occupations--employing establishment relations may be shifted at certain times to reassign Employer Services Representatives. This is in contrast to job development, which is usually regarded as searching out job opportunities for job seekers on an individual basis. In our suggested operation, a group approach is taken, relating employer services activities to those establishments which employ personnel in occupations represented by significant categories of registered applicants.

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* Of course, it will often prove necessary to modify unrealistic hiring specifications.

Figure 10

EMPLOYMENT OFFICE MARKET EXPERIENCE

Employer Identification		Job Order Experience 1969-1971		Most Recent Job Order Activity					Visits and Other Significant Contacts				
SIC Code	Name and Address	Order	Openings	Date	Openings	Referrals	Placements	Cancel. Date	Visits 69-71	Other 69-71	Most Recent Date	Most Recent Visits	Most Recent Other

EMPLOYER CONTACT SCHEDULES AND CONTROLS

In order to develop a system for controlling and evaluating contacts with employers, the local office used three tools:

1. The Employer Contact Plan of Action
2. The Employer Contact Schedule and Control Board
3. The Employer Contact Evaluation Form

Employer Contact Plan of Action

The Employer Contact Plan of Action (See figure 11, p. 98) was designed to achieve three major purposes: first, to categorize the employers into distinct groupings based on certain characteristics in order to develop distinct marketing strategies for each group; secondly, to provide the Employer Services with a master plan for contacting all key employers over a specified period of time (six to twelve months) and thirdly, to establish a set of objectives to be reached for each key employer.

The plan provided for variations in the numbers of employer contacts to be made and it distinguished the type of contact according to the size of the firm and the quality of the firm's existing relations with the local office.

Firm Size

1. 300+ employees
2. 100-299 employees
3. 50-99 employees

Existing Relations With the Local Office

1. Effective relations - uses services selectively
2. Relations need work - used services but stopped, or uses them infrequently

Figure 11

EMPLOYER CONTACT/PLAN OF ACTION

EMPLOYERS (Size by Employment) and (Relations)	VISITS TO					VISITS FROM		PROMOTIONAL TELEPHONE CONTACTS						GENERAL MAILING	SPECIFIC MAILING	INDIRECT CONTACT non-MESC staff

3. Relations need extensive work - never has used the local office

For each category the plan depicts:

a. The number of visits to be made to the employer

b. The number of visits to be made by the employer

c. The number of promotional telephone calls to be made

d. The number of indirect contacts to be made to the employers, that is, the contacts made by persons from outside the local office

e. The number of general or specific mailings to be made to the employers

The marketing plan called for a separate strategy for each of the classifications resulting from the combination of considerations. Each strategy called for a contact mix of personal visits to the employer, visits to the office from the employer, promotional telephone calls, and general and specific mailings. The strategy developed for those employers categorized as having "effective relations" was aimed at strengthening the existing bonds between the local office and the employer; capturing a greater share of the openings for which he has to go outside his firm to fill; and improving the quality of the job openings that the employer is placing. The strategies designed for those employers listed under "relations need work" and "relations need extensive work" consisted of problem identification and solving, with the Employer Services Unit staff giving personalized attention to the employer's needs. The difference between "relations need work" and "relations need extensive work" is one of degree and commitment. If an employer in the latter category showed promise and the potential for placements

was great, then the Unit concentrated its effort; if not, the Unit moved on to a more promising employer.

The Contact Plan of Action established the basis for the overall management of the objectives of the Employer Service Program. By developing a tentative schedule of the kinds of contacts to be made with employers, the Employer Service Unit has a document from which it can plan, control, and coordinate contacts. Because each employer has a minimum number of different contacts to be made, the Unit can measure and determine if the employing establishment has been contacted the appropriate number of times; if not, it can plan accordingly.

Employer Contact Schedule and Control Board

The Project designed and installed in the local office a 3' x 5' magnetic board which designated each staff member's visits for a two-week period. The board also had a section for data that could be used as a rough measurement of the changes that have taken place since the Employer Services Unit began full-fledged operations. The areas for which the data was recorded and displayed were:

1. The number of new applicants
2. The number of new orders for the month
3. The number of new openings generated by the new orders
4. The number of open orders that were in Job Bank on the last day of the month
5. The number of orders that were closed during the month (minus those orders cancelled)
6. The number of cancelled orders
7. The number of placements made during the month
8. The placement to opening ratio
9. The number of referrals made during the month

10. The referral to placement ratio

11. The average hourly rate

12. The average occupational level

13. The casual labor placements

14. The unemployment rate

Prominently displayed in a high traffic area within the office, the board became a focal point for both the Employer Service Unit and the rest of the office. At a glance, every staff member could tell where the Employer Services Representative would be on a given day. Each staff member felt some degree of involvement since the data reflected the volume of activities and certain aggregated measurements of job orders listed with the office during the preceeding months.

The Employer Services Unit Supervisor was able to maintain control over the visits made, by reviewing entries on the board to insure that there was no conflict in their schedules. At the same time, the staff members could check the visiting activities of their colleagues to see if their planned schedules conflicted. The board proved to be an excellent tool for coordinating visits and preventing more than one Employer Services Representative from calling on the same employer during a two-week period.

Employer Contact Evaluation Form

The third instrument developed by the Project was the Employer Contact Evaluation Form (See Figure 12, p. 102). Designed for the staff members to complete after making a visit to an employer, it has check boxes for the mode of contact, purpose of contact, and results of the contact. The back of the form was used to report, in narrative fashion, the main theme of the contact and information collected during the contact.

Figure 1

EMPLOYER CONTACT/EVALUATION FORM

Employer _____

Date of Contact _____

Contact Person _____ _____ (initial)

E. R. Supervisor _____ _____ (initial)

Mode of Contact (Check one or more)

- ☐ Personal visit
- ☐ Telephone
- ☐ Arranged visit to office from employer
- ☐ Mailing

Purpose of contact (Check one or more)

- ☐ To introduce agency & services
- ☐ To explain a regulation or program
- ☐ To solicit job openings
- ☐ To solve a problem received from the employer
- ☐ To sell OJT contract
- ☐ To provide employer services
- ☐ To develop a job for specific client(s)
- ☐ Other, explain _____

Did the contact accomplish your purpose?

- ☐ Completely
- ☐ Partially; explain _____
- ☐ Not at all; explain _____

If the visit was to get job openings, how many were obtained? _____

If the visit was to provide employer services, what services were provided? (Check one or more)

- ☐ Establish realistic hiring requirement
- ☐ Assist in development of a training program
- ☐ Assist with selection and testing procedures
- ☐ Establish support program
- ☐ Arrange for Employer Technical Service Representative to visit firm
- ☐ Other, explain _____

After the schedule was turned over to the Supervisor for review and corrections, it was then given to the Employer Information Clerk for the posting of the new information and the filing of the form in the Employer Jacket. The schedule insures that the Employer Services Representative records the results of the contact as soon as the contact is completed, while the events are fresh in his mind.

The Employer Contact Evaluation form was a particularly valuable tool in that it served a dual purpose: it assured the collection and recording of employer information; and, it was an evaluation form for the Employer Services Representative and his Supervisor to review the results of each visit.

JOB DEVELOPMENT

No organized, systematic job development system existed in the test city. What was considered "job development" was sporadic placement attempts when there were no suitable openings listed with the office for long-term unemployment registrants. The more experienced and aggressive interviewers; e. g. job developers for the WIN and veteran groups, and counselors who had developed some degree of industry knowledge and rapport with a few employers, would, on occasions, attempt to place an individual on a job without a job order. In order to stimulate more job development, the Project developed a system for collecting, organizing, and disseminating job development leads in the local office.

The job development system was designed to promote job openings for persons presently unemployed who possessed certain occupational characteristics which companies are seeking. The system was not designed to provide socio-economic or worker group profiles for industries which may be planning to locate in the area. In other words, the system was to find job openings for the existing surplus supply of workers and not to help create a demand for certain worker groups.

The method designed by the Project was simple in its organization and implementation. Members of the local office staff, primarily the Employer Services Unit, would inquire of employing establishments if there were certain jobs or occupations which the company had difficulty filling, either because of the complexity or the demands of the jobs. If the establishment had such occupations, then the office representative ascertained whether the personnel manager desired to be contacted if the office located a person who possessed the needed

credentials. If he did, the ESR made out a Job Development Lead Card (Figure 13, p.106).

The card is a form, containing all the pertinent information about a potential opening to allow the job developer, usually an interviewer or a counselor, to select a suitable candidate. The information garnered from the employer includes:

1. The duties to be performed
2. The proficiency needed
3. The specialized knowledge needed
4. The machines to be operated
5. The remuneration for the position

The collected information is organized in a file by the occupational title and D.O.T. code. All similar occupations and codes are grouped together into occupational categories. One sheet or lead card is made for each job development lead received from a firm, with each lead card placed in its relevent category.

A second file, also centrally located and easily accessible contains data on possible applicants for the position described in the lead card. This second file is called the "active" or applicant file. As an interviewer uses it, he records the name, social security number and the D.O.T. code for the candidate, and when an appointment between employer and job candidate is scheduled. It becomes the job developer's responsibility to follow up and contact the employer within an appropriate time afterward. The success or failure of the attempt is then recorded on the lead sheet.

By constantly adding information and updating the lead cards, the Employer Services Unit can keep track of what occupations and companies are receiving the most job development contacts from the

Figure 17

JOB DEVELOPMENT INFORMATION

General Characteristics of JD Information: (a) occupational title; (b) description of the position, i.e., duties, skills, and equipment used; (c) candidate's characteristics, i.e. education, experience, personal characteristics; (d) Prime time for J.D.; (e) company's projected image, date and initial.

office. The Unit can also maintain a record of successful or unsuccessful attempts and use them as a basis for further employer contacts.

The primary source for job development leads comes from visits by the Employer Services Unit, but there are many secondary sources, the key one being the closed order file. Those orders, cancelled because of a lack of suitable candidates, can direct the Employer Services staff to a company which might wish to interview anyone who meets the specifications of the job. However, care has to be taken in screening the orders to insure that the lack of applicants results from the complexity and skill level of the job, rather than the inherent instability in an undesirable job or position.

Wholesale job development was studied to judge the feasibility of instituting that kind of job development program. But, unfortunately, the necessary information base was not extant at the time. For example, the procedures for developing demographic profiles of worker groups were prepared as part of selecting key employing establishments, but due to time constraints, were not implemented. The procedures involved are outlined in an earlier Project report.*

As the staff in the local office increases its technical proficiency in data collection and as there is reasonable assurance that the job development attempts directed to the surplus supply of workers are successful, then the Employer Services Unit will direct its attention to preparing an information bank for large-scale job development.

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* See Project Report, Key Employing Establishments for Job Openings Listings, by Louis Levine.

There are potential problems to be avoided in a job development program. The first problem is getting an adequate mix of both occupations and firms. Unless care is taken to solicit a wide variety of occupations and firms, the file will become overloaded with a few clerical and higher-skilled positions and dominated by a few firms. This will lead to the second major problem: oversolicitation of the companies that are listed in the job development file. If an employer is contacted too frequently, he will soon request his company's name be removed from the file.

The file must remain dynamic. As new sources are promoted, they have to be recorded and when the demands for a particular company are filled that company's sheet must be expurgated.

Above all, the interviewers and counselors who do job developments have to be encouraged to use and augment the system; if not, then the purpose of the system will be negated.

THE DELIVERY OF EMPLOYER SERVICES

Seven key components of the Demonstration Employer Services Program have been reviewed: staff training; the Employer Advisory Committee; public relations; employer information; "key employer" selection; employer contact schedules and control; and, job development information. The reader should recall that only the key elements are being covered and the actual program included many more activities. While each of these components or activities is important to a successful Employer Services Program, not one of them is an end in itself. Each of these elements only exists to support the delivery of services to employers and applicants and should never be allowed to become an end in itself.

In discussing the delivery of services to employers we shall make a distinction between two basic kinds or levels of service. The most important service provided to employers is the recruitment, screening, and referral of job applicants--the placement service. The second level of service is assisting employers with their manpower related internal problems, referred to as employer services, employer technical services, or in-plant services. We shall use the employer services nomenclature for purposes of this exposition. Each of these levels or kinds of services will be discussed separately, although they can be, but seldom are interwoven.

Before proceeding to the discussion we must again mention that the delivery of services in the Demonstration was quite basic and does not represent the ultimate Employer Services Delivery System. It does, however, help guarantee immediate improvement in job listings and placements, while also serving as a basic building block for developing more elaborate future programs.

Employer Services And The Delivery of Placement Services

The purpose of this section is to explore the role of the Employer Services Unit in the placement process. The role of the ES Unit must be circumscribed so as not to overlap the duties and responsibilities of placement staff, otherwise, conflict would be inevitable. In this capacity the Employer Services Representative's (ESR) role can be seen as that of an internal consultant, concerned with improving services to his customers or accounts.

The concept of an internal consultant is important, because the ESR does not, usually, have any authority over placement staff. Thus, the ESR must depend on professional and personal influence to obtain his or her objectives, not positional influence. In other words, he must rely on competence and not rank to gain his ends, unlike the situation in most bureaucracies, where positional influence is the only formally recognized means of exerting pressure on staff. The ESR must be extremely sensitive to the realities of the situation and the organizationally determined limitations on his role in internal operations.

The first and most important internal role of the ESR in assuring services to employers is to follow up on aged orders. Procedural discussions will be avoided as these would vary considerably from state to state. Rather, only the essential steps to assuring service will be outlined:

1. The ES Unit must set realistic criteria as to what represents an aged order in the local office.
2. On a daily basis, the aged orders must be listed and given to the ESR for follow up. Ideally, an ESR should

be given those orders relating to his customers or accounts, where such a system is employed.

3. The ESR should contact the placement operation to ascertain its problems in filling the job order.

4. If the problem lies in the employers' specifications, the ESR should contact the employer regarding a modification of these specifications.

5. If the problem is internal, i.e. the specifications on the order are reasonable, the ESR should review the active file for eligible candidates.

6. If no candidates are readily available, the employer should be immediately contacted to ascertain if he would place a newspaper ad asking interested job seekers to apply at the local office and/or modify his job specifications.

A second internal role for the ESR is to serve as a bridge between the employer community and the local office. This role is especially important where an Employer Advisory Committee is not in existence. The ESR can provide local office staff, and particularly the Placement Unit, with first hand feedback on employer satisfaction or dissatisfaction with the speed and quality of the services being received.

This is an especially delicate role for the ESR and it should be carefully approached and executed. The ESR should not adopt the role of local office critic, harshly relating employer criticisms of the office. Rather the approach should be to encourage placement staff to engage in joint problem solving activities with the Employer Services Unit to alleviate the existing problems. The local office manager must always be consulted concerning employer complaints and, whenever possible, brought into the problem-solving sessions.

The Delivery of Employer (Internal Manpower) Services

The second level of services is that of employer services directed toward assisting with the firms' manpower problems. The emphasis is largely on the employers' internal manpower problems, especially as these relate to the labor market transactions.

Before proceeding with this section we must again remind the reader that our Demonstration Program did not represent the ultimate Employer Services Program. It was especially limited in delivering internal manpower or in-plant services, such as job analysis studies, development of job specifications, analysis of personal systems, etc. This limitation on the Model resulted from a need to concentrate resources on increasing job listings and improving placement services. Also, staff resources were scarce and those persons available were neither trained nor experienced in delivering in-plant services. The Demonstration Model again served as a basic building block for establishing an employer services activity. Given time, additional resources, and assistance, these activities conceivably could be expanded to include the full range of in-plant services.

The range of employer services delivered, while, limited, did represent an important aspect of the total Employer Services Program. The services included were those deemed most essential to supporting the overall employer program. These actual services provided were covered in some detail in Volume I of this report:

- Responding to employer complaints or requests for assistance
- Providing employers with guidance and assistance on mandatory listings, EEOC, and other special programs and regulations

- Providing employers with wage and other labor market information
- Analyzing employer needs and making provisions for the delivery of services aimed at improving internal labor market conditions

As each of these services has been described in Reports[5] and does not contain any new or innovative approach, we will not elaborate further on them. Rather, a considerably neglected area will be explored, that of the approach to delivering these services.

A Generalized Approach To Delivering Employer (In-Plant Services)[6]

This section does not purport to deal with the technical or procedural aspects of working with employers on internal manpower problems. Employer technical services is a subject in itself. As we did not generally engage in providing such services to employers, it is impossible to present an experientially based model. Rather, attention will be given to the process of achieving change in an organization, a subject only cursorily covered in federal guidelines and manuals.

Visiting an employer to solicit his job openings does not materially change his organization. However, performing job restructuring; upgrading programs; and, altering personnel policies and procedures represent social or organizational changes, often of considerable consequence. Over the last few years a considerable field of theory and practice has developed which is concerned with social and organizational change. It is beyond the scope and purpose

of this volume to thoroughly discuss this field. However, as some of the knowledge and practice of this field is directly relevant to certain aspects of the ESR's role, it will be placed in perspective.

The essence of the organizational development approach is that for social change to succeed, it must be planned. In terms of our subject matter, the ESR cannot appear in an employer's plant, suggest that the employer has certain manpower problems, proceed to conduct an independent study, and implement the study recommendations. The fact that so little guidance on making organizational change is presented in existing manuals and guidelines may partially explain the present sad state of employer technical services.

In approaching an employer with the intention of making changes in that employer's organization, the ESR should view the process of making change as consisting of several phases:

1. Development of a need for change
2. Establishment of a change relationship
3. Working toward change
4. Generalization and stabilization of change

The development of a need for change. This can come about in one of several ways, but underlying it all, the employer must be made aware that he has an internal manpower problem. Any of the following may occur: first, the ESR may discover a problem in studying the employers' record card, or through some other means, and directly offer to help with the problem; secondly, a third party may engender the employer's recognition of a need for change, for example, an EEOC suit against an employer may lead him to seek the local office's help in improving his hiring practices; and thirdly, the employer may be aware of his own difficulty and seek

out the help of the local office. The latter is probably the most common course of development.

The establishment of a change relationship. This is a vitally important aspect of the change process. First impressions do have an influence on the future of any human relationship. The employer will be seeking assurance that the ESR (and local office) has the expert knowledge and skills to solve his problem. Also, that the ESR is thoroughly understandable and approachable.

The ESR must make the employer not only aware of the nature of the problem but also of the magnitude of cooperation and effort that will be necessary to solve it. The ESR must make the employer aware of the difficulties involved in a change, such as an upgrading program or a program aimed at reducing turnover.

Working toward change. This aspect involves at least three steps: diagnosis or clarification of the problem; examination of alternative routes and goals; and, the transformation of intentions into actual change efforts. The key to the ESRs' success in this effort is that it must be a collaborative activity. The employer and ESR must work through each step of the process as a team, otherwise, the employer is not likely to take the actions necessary to engender the necessary changes.

The most important step is the collaboration between the employer and the ESR in diagnosing the internal manpower difficulties. As data (quantitative and qualitative) is collected and analyzed the problem which at first seemed simple often appears to become more complicated. Often, vested interests, i.e. the union; supervisors; long-term employers; etc., try to discourage any changes. The ESR must proceed very slowly and involve the employer in every

step of the diagnosis if he hopes to overcome these roadblocks to change.

Once the problem(s) is understood and reasonably accepted by the employer, alternative solutions must be developed and evaluated. For instance, the problem of high turnover is very complex and there are conceivably as many as a dozen basic approaches to dealing with it. When the approach is selected, it must be translated in a plan of action for the employer, with a series of goals to be accomplished at each step in the change process. Once again this process must be one of collaboration between the employer and the ESR. The ESR should not do it alone and then try to sell it to the employer; such an approach is seldom well received by most employers.

When the goals are developed and clearly stated, an intention of action must be given to all the employees who may be affected, directly or indirectly, in the organization. The employer must make it clear that the ESR is operating under his instructions and the activities the ESR will be undertaking are for the benefit of the firm and all its employees. Finally, and again in cooperation with the employer and his employees, the ESR must continually seek to gain commitment for the change. He (or she) must provide constant feedback to all concerned over the progress of change efforts. If the change is to succeed it must be open and based on trust, not on secrecy or coercion.

The generalization and stabilization of change. The ESR's job does not end when he completes the initial change effort, such as developing a career ladder for a department in the organization. A considerable amount of time is required for this type of change activity and, if it is to really pay off in improving internal labor market functioning, it must be stabilized and generalized throughout the organization.

Stabilization involves permanently establishing the new activity or program, e.g. if the ESR assisted the organization in developing better hiring policies, he must also continue to work with it until these new policies become routine practices. At that point he can assume the change has been stabilized in a new and improved level of organizational functioning.

Generalization of the change is the key to success in improving internal labor market functioning. An upgrading program, a job analysis, or a restructuring study usually occur on a small scale, within a department or some small unit of the organization. The ESR's job is then to try to extend the change throughout the organization, e.g. to make upgrading programs a regular activity within the organization and not merely a one-time experience. If the initial change effort was successful, the ESR should be in a good position to encourage the continuance and extension of the new activities throughout the organization.

Footnotes

1. Giblin and Levine, "Achieving Manpower Goals...," Op. Cit.

2. Ibid., Chapter VI.

3. Ibid.

4. Ibid., Chapter III.

5. Giblin and Levine, "Achieving Manpower Goals...," Op. Cit., Chapter III, and "Employer Services Activities...," Op. Cit., Appendix.

6. This approach is heavily based on the concepts developed by Ronald Lippitt, Jeanne Watson, and Bruce Westley, The Dynamics of Planned Change (Harcourt, Brace, Jovanovich, 1958).

APPENDIX

The following Appendix is a summary chapter from the other Project Final Report.

CHAPTER VII

BASIC INSIGHTS FOR PROGRAM EFFECTIVENESS

This chapter will present a distillation of the most important learnings (achievements or experiences) based on nearly 18 months of Project activity and observation of forces influencing the local operational setting. We have chosen to refer to it as "basic insights for program effectiveness" rather than the usual "summary and recommendations." Our choice of this title was deliberate. For several reasons, it was not possible, in good conscience, to produce a number of recommendations.

The first difficulty results from the actual experiences of the Demonstration. The original Project goal was to find techniques for increasing job listings. For the most part the necessary techniques were available; they merely required some refinement. These techniques are discussed in earlier Chapters II and III, and in even more detail in the other Project final report. Thus, there is ample material presented for the person who is interested in a detailed discussion of how we increased job listings. It will be evident to the reader that increasing job listings was neither the most difficult nor the most important achievement. In other words the achievements go beyond the original narrow goals of the Research and Demonstration Project. As a matter of fact, they raise questions about the value of the Project goal itself.

A second problem in making recommendations is the impossible task of simplifying and condensing Project experiences to produce "one liners" on how to solve some of the key problems of the public Employment Service. While many studies take this approach, i.e. one line answers, and it is often commended by so-called policy officers, it tends to be misleading and can do great harm. The

experience of this Project indicates that we do not have any simple and neat solutions to what we perceive to be the complex and very extensive problems which face the public Employment Service.

Finally, much of the goal related learning would suggest major changes in the direction of the public Employment Service. However, with widespread uncertainty as to current program goals it is understandably difficult to suggest "new directions." Unless current goals and priorities of the public Employment Service are clear, which they do not now seem to be, there is little foundation on which to formulate viable recommendations.

Our basic insights are nevertheless a synthesis of our key findings. And, the following discussion of our insights contains the conceptual material for developing many useful recommendations for change. For instance, if the change really desired is to optimize job listings and placements, then one major step would be not to refer marginally or unqualified applicants to employers. Perhaps this one brief example may help clarify why it is necessary to discuss the things learned and not place them in the context of direct policy and program recommendations.

PROGRAM INSIGHT 1

IT IS WHOLLY FEASIBLE FOR MOST LOCAL OFFICES TO ACHIEVE SIGNIFICANT SHORT RUN (UP TO ONE YEAR) INCREASES IN THEIR VOLUME OF JOB LISTINGS, USING AN APPROACH SIMILAR TO THAT EMPLOYED IN THE DEMONSTRATION.

PROGRAM INSIGHT 2

IN MOST OFFICES WHICH EXPERIENCE SIGNIFICANT SHORT RUN INCREASES IN JOB OPENINGS, IT IS HIGHLY PROBABLE THAT THE INCREASE IN PLACEMENTS WILL NOT BE NEARLY PROPORTIONAL TO THE INCREASE IN OPENINGS.

It will help place our experiences in proper perspective if we discuss Program Insights 1 and 2 together. Earlier in Chapter IV we documented the significant improvement in job listings which appears to have resulted from the Demonstration. We stress that this improvement occurred despite the fact that no attempt was made to optimize the volume of job listings. In fact, the Employer Services Unit devoted about 40 percent of its time and effort to helping fill existing job openings. At certain times, this Unit spent up to 60 percent of its time on this activity and only 40 percent on outside work with employers. This strategy was taken because the local office could not effectively cope with the dramatic short run increase* in job openings. While placements increased far beyond national averages, they lagged behind the increase in openings. It was felt that to engender a considerable volume of openings and then fail to service a large portion of them, would, in time, result in a worsening of relations with employers. These conclusions are the basis for the next several insights.

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* The interested reader should carefully read Chapter IV, if he hasn't already done so.

PROGRAM INSIGHT 3

SEEKING TO ATTAIN DRAMATIC INCREASES IN JOB LISTINGS, IN AND OF ITSELF, IS NOT A WORTHWHILE OR EVEN RATIONAL GOAL FOR MOST EMPLOYMENT SERVICE LOCAL OFFICES. IT MAY EVEN BE SELF-DEFEATING!

This insight will probably strike many readers as tantamount to subversion of the public Employment Service. Officials of the Manpower Administration which has experienced a long period of decline in employer listings of job openings will be inclined to resist this conclusion. However, the fact remains that increasing job listings is only a bureaucratic goal and becomes a service to employers, applicants, and the general community only when the local office can effectively service these additional openings.

Before attempting to achieve goals set up at the federal or state level for increasing openings and placements, the local office manager and his key staff must realistically assess what volume of openings can be effectively serviced by existing staff and facilities. If existing staff and facilities are not adequate it will be necessary to revise these goals downward or request additional resources.

A major increase in job listings has many ramifications for the entire local office. It will lead to increased needs for order takers, Job Bank verifiers, central referral control staff, interviewers, more telephone lines, more record keepings. If, in time, this increase in orders brings more job applicants to the local office, existing staff and facilities may rapidly become even more inadequate, all of which brings us to the next basic insight for program effectiveness.

PROGRAM INSIGHT 4

CHANGES IN POLICY AND PROGRAM DIRECTIONS IN ONE PROGRAM OR OPERATION (SUCH AS EMPLOYER SERVICES) MUST UTILIZE A SYSTEMS APPROACH: OTHER PROGRAMS AND OPERATIONS MUST REFLECT THIS CHANGE IN DIRECTION.

Recently the primary goal of the public Employment Service has become an increase in openings and placements. However, the organizational structure and philosophy of most local offices during the last eight years has not been consistent with this new direction. Over the years, staff increases have been for special client service programs and employability development of the non-competitive applicant who often was not even seeking employment. The philosophy was to develop job opportunities for the least qualified applicant, at the expense of catering to employers, if need be.

In the vast majority of offices, no additional Placement or Employer Services staff was made available to accomplish the new goals. No guidelines were given that would accomplish a redirection of staff from WIN, Employability Development Units, etc. toward Employer Services activities, e.g. increasing openings and placements. No change in policy was announced which would permit less emphasis on HRD activities and more on traditional placement oriented activity. Neither was a rationale given to the rank and file for the change in goals nor the reasons for maintaining the organization as is, rather than changing it to cope with the new goals.

In general it was implied that the Job Bank and JIDS would resolve staff resource limitations in reaching the new program goals. Experiences to date tend to indicate that these technological innovations may only exacerbate the situation. This leads us to the next insight.

PROGRAM INSIGHT 5

PROGRAM CHANGES IN THE PUBLIC EMPLOYMENT SERVICE WILL NOT BE EFFECTIVE, HOWEVER SOPHISTICATED THE GUIDELINES AND TECHNOLOGIES, IF THEY ARE NOT SUPPORTED BY MAJOR ORGANIZATIONAL AND STAFF DEVELOPMENT EFFORTS.

The findings which led to this Program Insight were thoroughly discussed in Chapter VI. Organizational and staff development does not mean a training program on Employer Services' techniques or other operationally oriented training. It requires a process of planned social change within the institution. This process calls for a careful diagnosis of the organization's problem and a planned program of change in the structure and functioning of the organization. This may involve a change in the locus of decision-making within the organization; the enrichment of many jobs; the improvement of the technical and interpersonal skills of staff at all levels; and, changes in the more onerous aspects of the state Civil Service system; all of which are only examples of the far-reaching changes that are necessary in most state agencies.

This insight holds the key to Project performance. The Project began with a program oriented approach to change. The Employer Services Model was developed to help increase job listings. Gradually in time, it became obvious that the main job was not to create exotic

models, but rather to assure program implementation. The concern shifted from program content to the process by which programs are implemented. Project experience indicates that almost any reasonable Employer Services effort will increase job listings, if the local office is both capable of and motivated to properly implementing the program.

Decision makers at the federal, regional and state level, in setting directions, cannot make the tacit assumption that the staff at the local level have either the resources and skills or desire to implement new programs. Occasionally local office staff do, but more often we suspect they are neither fully capable nor willing to adjust to and implement a new program. This should not be interpreted as an attack upon local level operating persons in the public Employment Service. It is, however, a criticism of decision makers at all levels who fail to take into consideration the human needs of this system.

PROGRAM INSIGHT 6

IN THE SHORT RUN, THE INCREASE IN THE VOLUME OF JOB LISTINGS IS NOT LIKELY TO BE ACCOMPANIED BY AN IMPROVEMENT IN THE QUALITY OF THE JOBS LISTED.

While the volume of job listings increased dramatically in the Demonstration, the quality of the jobs listed improved only very slightly (See Chapter IV.) This is not surprising in light of the findings on the behavior of employers (See Chapter V). Although employers were willing to place more job openings with the local office in the short run, their confidence in the local office did not show any real improvement and in the

post test questionnaire most employers were clearly not willing to place their better job listings with the local office.

Based on the findings about employer behavior toward the Employment Service it is reasonable to assume that if a local office maintained a high quality of referrals for a continued period of time, it would result in a greater willingness on the part of employers to place better job openings with the office. At the same time, however, this would necessitate the local office's enhancing the quality of applicants registering with it.

Given the present resource limitations of the public Employment Service and the absence of clear and consistent goals, it is unlikely that most local offices can maintain a high quality of referrals and even less likely that they can attract a large supply of well-qualified job applicants.

PROGRAM INSIGHT 7

IMPROVING RELATIONS WITH EMPLOYERS WILL REQUIRE MUCH MORE TIME THAN IT TAKES TO INCREASE JOB OPENINGS.

A dramatic short run increase in job listings does not necessarily evidence a solid improvement in relations with employers. A pattern of employer behavior toward a local office was presented at the close of Chapter V. In this design, an employer's rating of his relations with the office is largely determined by his attitudes toward the office. And, his decision to place a large percentage of his job openings there is determined not solely by these attitudes, but also by more tangible factors, such as the number of times he is visited by local office representatives and the quality of applicants referred to him. In

brief, a change in behavior toward the local office, resulting in increased placement of job openings is likely to presage a change in employer acceptance and support of the local office.

This situation has some potentially dangerous implications, particularly in those instances when a state undertakes to stimulate a vast increase in openings with the hope that in time placements will keep pace. If the design of employer behavior is at all valid, the failure to service openings in the short run will quickly lead to a reversal in the volume of openings. When the average employer starts to use or expands his use of the local office it is usually on a trial basis. Local office failure to make prompt, appropriate referrals on an employer's job openings will quickly lead to his refusal to use the local office.

PROGRAM INSIGHT 8

AN EMPLOYER'S RATING OF THE QUALITY OF APPLICANTS REFERRED TO HIM IS THE SINGLE GREATEST PREDICTOR OF HIS BEHAVIOR TOWARD AND RELATIONS WITH A LOCAL OFFICE.

This finding is corroborated by other recent reports[1] concerning employers and the Employment Service. Employers want qualified applicants referred to them and basically that is the only kind of applicant they want to hire. Cliches such as "we'll send them qualified applicants and every so often we can get them to hire a few who aren't qualified" are not realistic. The Employment Service must refer qualified applicants if it is to maintain a viable labor exchange function. The major challenge confronting the Employment Service is to find the proper

accommodation between interest in employability development and optimizing job openings and placements. While these goals are not mutually exclusive, they easily can become so. This insight is not based solely on our Project experience but also on careful study of the public Employment Service's experience over the last decade.[2]

Most local offices are in no position to undertake the type of research on employer relations that took place in the Demonstration. However, a local office may discover the true state of its relations with its employers if it selected a stratified random sample of employers who use it (See Chapter I, Chart 1.1) and has these employers rate the quality of applicants referred to them. This measurement would provide a good indication of how employers regard the local office.

PROGRAM INSIGHT 9

IF THE EMPLOYER SERVICES PROGRAM IS TO SUCCEED IN IMPROVING RELATIONS WITH EMPLOYERS AND INCREASING JOB LISTINGS IT MUST HAVE A FORMALLY ORGANIZED UNIT TO IMPLEMENT ITS PROPOSALS.

Our Demonstration experience clearly showed the value of having a formally organized Employer Services Program consisting of:

1. An organized unit under a working supervisor
2. Formally established goals for the program
3. Accountability and control of Employer Services activities
4. Office-wide coordination of Employer Services oriented activities

If the Employer Services Program is to achieve continuing acceptance by employers it cannot be a mere residual operation in the office. The time and efforts devoted to Employer Services cannot be limited to such time as remains after all other local office functions are accomplished. Chapters II and III and the other final report provide sufficient material on this subject that it will not be pursued in this summary section.

PROGRAM INSIGHT 10

THE ACTIVITIES OF THE EMPLOYER SERVICES UNIT MUST BE INTEGRALLY RELATED TO THE JOB BANK AND PLACEMENT OPERATIONS.

USES guidelines correctly suggest that Job Bank be a part of the Employer Services Unit. These guidelines also suggest that Employer Services be delivered by an area unit as opposed to a local office unit. However, no provision is made for structural or organizational modifications according to local situations or adaptations to better achieve program objectives. In most local office operations, the Employer Services and Placement operations must work in unison. In our Demonstration, the Employer Services Unit spent up to 40 percent of its time assuring that employer job orders were promptly and properly serviced. This called for close and continuous communications with the Placement operation.

The justification for locating Employer Services in an area unit exists only in those local areas which have several sub-offices. Such location also would bring Employer Services into close proximity with the Job Bank, a highly desirable move. This move

can be accomplished by assigning Employer Service leadership, coordination, and technical support functions to an area unit, and to the central order taking function as well. At the same time, Employer Service Representatives, assigned on a geographic basis, should be outstationed in local offices. In this way, Employer Services and Placement operations' coordination could be maintained at the point where the need is greatest.

In our Demonstration, although the multi office situation did not exist, we experimented with several kinds of interfaces between Placement and Employer Services (See earlier Chapter III and VIII). None of the alternatives was particularly successful. As of this time, it is not clear what constitutes the best organizational linkage between the Placement and Employer Services operations within a local office. However, there is no question in our mind that the relationship must be a close one.

PROGRAM INSIGHT 11

LOCAL LABOR MARKET INFORMATION CAN BE AN INVALUABLE TOOL FOR EFFECTIVELY OPERATING AN EMPLOYER SERVICES PROGRAM.

The Employer Services Unit made extensive use of local labor market information in all aspects of the Demonstration Employer Services Program (See Chapter III and the other final report for details). Local LMI was used in identifying "key employers" to contact; planning the contacts; developing plans of service for "key employers;" and, local LMI was provided to employers as a service of the local office. It was also used as a bench mark for assessment of program accomplishments.

The use of local LMI improved the management of the Employer Services Unit, by helping the supervisor to optimize the Unit's limited resources; only high potential employers were contacted and the well planned contacts were quite effective. Also, many employers rated the provision of LMI as a valuable service.

PROGRAM INSIGHT 12

THE VOLUME OF EMPLOYER VISITS AND OTHER CONTACTS ARE HIGHLY CORRELATED WITH RELATIONS WITH EMPLOYERS AND THE PERCENTAGE OF JOB OPENINGS THEY PLACE WITH THE LOCAL OFFICE.

Employer visits, PTCs and mailings can have positive influences on employers. The Demonstration experiences also indicate the need for carefully planned and executed employer visits (See earlier Chapter III for details). Merely making a large number of employer visits, is not that effective a means of increasing job listings, unless the visits are well-planned and executed. It should be noted that in the test city where visits were carefully planned and selectively made, there was a high correlation between the volume of visits and the percent of jobs listed by a firm. In the control city where visits were loosely planned there was almost no correlation with jobs listed. However, a large volume of visits, even casual ones, appears to be highly correlated with relations with employers; the more visits, the better the relations (See Chapter V).

The preceding discussion of basic program insights which need to be taken into account as requisites to program effectiveness cannot be regarded as all inclusive. Limitations inherent in the

Demonstration preclude this. Nevertheless, together they constitute a rather formidable array which might well serve as guideposts to any attempt to bring about a more effective local Employer Services program. Some of these insights are dealt with in other sections of this final report.

Although the Project was of value in developing innovative approaches to Employer Services activities and bringing into focus program considerations which hitherto have been scattered, its scope was limited and many unanswered questions remain. The concluding chapter deals with these unanswered questions.

Footnotes

1. Greenleigh Associates, First Year Report, July, 1972, prepared for the U. S. Department of Labor, Manpower Administration, Office of Research and Demonstration, Washington, D. C.; and Report Of The National Employers' Committee For Improvement of The State Employment Services, July, 1972, prepared for the U. S. Department of Labor, Manpower Administration, Washington, D. C. 20210.

2. Giblin and Levine, Op. Cit., Chapter I.

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